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ABSTRACT

This report provides an analysis of the evolution of cooperative education within an historical-educational context. Chapter 1 reviews past definitions of cooperative education and presents the following definitional framework for the concept: "Cooperative Education is a postsecondary work experience program designed to produce academic, career and/or personal enrichment opportunities for a student while he or she is fully enrolled and registered at the institution. The work experience involves a definitive period or periods of employment supplementing full or part-time study on campus. Evaluation of the experience is performed by all participants (student, employer, and institution) based on pre-determined learning objectives dependent upon the work experience itself. The student's participation is considered an integral part of the educational process for that individual." Chapter 2 looks at the historical evolution of formal work experience programs from social, educational, and chronological events. Chapters 3 and 4 summarize the reports of privately supported study groups and task forces, and governmental groups in order to determine the past and present attitudes and roles of such groups. Chapter 5 places cooperative education in its total social context and provides predictions for the future. (Author/DC)

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COOPERATIVE EDUCATION:

CONCEPTION TO CREDIBILITY

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PREFACE

The Carnegie Commission described the decade of the Sixties as the "Golden Age" of higher education because of the phenomenal growth in numbers of institutions, students, and budgets. Such a description may be misleading, however, for it implies a dismal future. It would be analogous to the period of maturity when the past overshadows the future. We believe the turbulent 60's were more like early adolescence when rapid growth, uncoordinated and sporadic, is more a characteristic of "coming of age" than having arrived.

Recent literature dealing with postsecondary education in the 70's discusses the "depression" which has come about because the numbers of traditional college freshmen coming out of the high schools will not result in the same rate of growth as in the past. The authors of this monograph, however, postulate that the condition of postsecondary education for this decade may more nearly be described as a period of "search for identity" as we look at the rapid development of non-traditional approaches to learning. These developments reflect a clear picture of a national shift toward true egalitarian principles. The variety of traditional delivery systems as well as new assumptions for development of instruction and curriculum provide a setting for professional enthusiasm and optimism for those who believe that our pluralistic society is finally beginning to fulfill the dream of providing educational opportunity through

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whatever mode or means is most appealing and appropriate for each person.

This monograph addresses a new conceptualization of cooperative education which supports the thesis that egalitarian principles call for a different assumption from the earlier one that equality meant a homogenization of "academic excellence" by forcing everyone through the educational machine to develop in the same form. Newer assumptions recognize that different objectives and educational styles do not result in a loss of "excellence" but rather provide a basis for self-actualization and self-determined criteria of excellence.

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CHAPTER ONE

Cooperative Education: A Definitional Framework

The voluminous examinations of postsecondary education in general and higher education in particular in the last decade seldom addressed cooperative education in a deliberate and conscious effort. Most references to cooperative education are tangential and indirect. Donald McDonald's critique of the Carnegie Commission on Higher Education speaks perhaps for many educators as they react to the scrutiny to which they have been exposed. Writing in The Center Magazine, McDonald saw three major errors in the Commission's study of higher education: Confusing the effects of higher education with its purpose; gross oversimplification of contending philosophical views; and the relationship between the institution of higher education and society.[1] If "cooperative education" were substituted for "higher education" in this critique, it would well describe examinations of work experience and other innovative learning alternatives.

Beginning in fiscal year 1973 Congress annually appro-

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[1]Donald McDonald, "A Six Million Dollar Misunderstanding," The Center Magazine VI (September/October, 1973), pp. 32-52.

priated 10.75 million dollars for planning, establishment, and expansion of postsecondary cooperative education programs--almost a seven-fold increase over the amount similarly designated in the 1972 budget.[2] These appropriations created a demand for consultation, personnel development, and training from the new institutions and individuals receiving them. Cooperative education has been a method of alternative educational experience since 1906, but has not yet emerged as a widely known and understood component of postsecondary education even with this influx of dollars.

The objectives of co-op programs have never really been clearly articulated at many institutions, but the emphasis on numbers, i.e., students placed, salaries, completed work periods, and other "affects" is widespread Moreover, existing conceptual foundations for cooperative education are oversimplified at best--naive at worse--in both embryonic and mature programs. In addition, cooperative education proponents have not satisfactorily shown their proper relationship to society.

During the past decade cooperative education experienced notable growth in new programs instituted at various institutions around the country and in numbers of additional students participating. The National Commission for Cooperative Education reported 566 colleges, universities, and

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[2]U. S. Department of Health, Education, and Welfare/ Office of Education, The Higher Education Act of 1965 (P. L. 89-329) As Amended Title IV-D: Cooperative Education Awards FY 1970-74 (Washington, D. C.: U. S. Government Printing Office, 1974), p. 7.

two-year institutions offering co-op programs in 1973. This figure was compared with only 100 institutions with bonafide programs in 1966. U. S. News and World Report estimates there are 120,000 students now employed in cooperative education programs at some 600 colleges and universities. More than half the 10 million young people enrolled in higher education in 1975 are working to help pay educational costs and expand learning experiences either by an organized co-op program, a college work study program, or various part-time job programs.[3]

What is the evolution of cooperative education as an academic alternative in postsecondary education and how does this evolution develop in a new setting of no-growth or stable state situation? What will happen to cooperative education as a result of the present economic and energy problems and crises? K. Patricia Cross claims the fortunes of cooperative education programs "tend to rise and fall with the condition of the labor market."[4] When unemployment rises as experienced in 1975, it might be expected that student employment through cooperative education or other work experience programs would be affected. A closer look at the history of cooperative education since 1906,

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[3]"Earning While Learning: On the Upswing Everywhere," U. S. News and World Report, January 13, 1975, pp. 28-29.

[4]K. Patricia Cross, The Integration of Learning and Earning: Cooperative Education and Nontraditional Study (Washington: The American Association for Higher Education, 1973), p. 32.

however, shows cooperative education has held its own even in the face of economic recessions. Wilson and Lyons, in the first comprehensive study of cooperative education begun in 1958, reported:

> Half of the respondents from cooperating firms indicated that the recession had little or no influence on their program. The remainder indicated they either had to reduce the number of cooperative students to some extent or had to refrain from taking on additional cooperative students for their first work period. Only one employer indicated that he was forced to terminate the program completely.[5]

In February of 1975 The Southeastern Center for Cooperative Education conducted a study of 151 institutions which offered some form of cooperative education program. The institutions included universities, four-year colleges and two-year colleges located in the 12 states of Alabama, Arkansas, Florida, Georgia, Kentucky, Louisiana, Mississippi, North Carolina, South Carolina, Tennessee, Texas, and Virginia. In 28 percent of the institutions (48) studied, respondents indicated severe or serious problems have been generated by the depressed economics and employment conditions of 1974-75 while 36 percent (55) of the institutions felt only minor or no detrimental impact occurred as a result of the national economy. The remaining 36 percent of the institutions (55) reported only somewhat impact

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[5]James W. Wilson and Edward H. Lyons, Work-Study College Programs (New York: Harper and Brothers Publishers, 1961), p. 149.

traceable to these conditions. It is noteworthy to observe growth in new cooperative education programs organized during the sluggish economy of the early 1970s. In another recent and yet unpublished study, the respondents also indicated growth in the numbers of participating employers (business, industry, and government) during this period with only 16 percent (25) reporting a significant decrease in cooperating employers since 1970.[6]

K. Patricia Cross asserts co-op programs are too young to have had much experience with economic recessions.[7] Despite the survival rate of older programs through depressions, recessions, and wars, the present economic and energy crisis represents an entirely new set of circumstances confronting postsecondary co-op programs. Cooperative education needs to be reconsidered and conceptualized in the context of current and predicted economic circumstances. The essential problem posed here is that cooperative education is an important element of our system at the present time, but it has not been thoroughly examined or understood and thus many unknowns exist. In order to examine the future, it is necessary to examine the past and evolution of cooperative education, its various determinants, social, political, and economic evolutions--hence this examination

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[6]Personal letter to Aaron Lucas from Lawrence G. Woodward, Central Intelligence Agency, Washington, D. C., 19 February 1975.

[7]Cross, Integration, p. 32.

of cooperative education from a different prospective as presently reflected in the literature. Our first task in this examination will be to build a conceptual framework and working definition for "cooperative education" itself.

Search for Definitions

Several years ago, at the annual joint meeting of the Cooperative Education Association (CEA) and the Cooperative Education Division of the American Society of Engineering Education, important committee work on accreditation of institutional co-op programs was impeded because consensus could not be reached on the meaning of "cooperative education." Interestingly this confusion of nomenclature eventually led The University of Cincinnati, site of the birth of co-op, to drop the term cooperative education as a description of work experience programs in its written literature and informative promotions.

Because of the proliferation of new non-traditional and "innovative" work experience programs in the four-year institutions as well as community colleges, it is more important than ever that some clarification of the term as well as the philosophy of "cooperative education" be attempted. As an example of the confusion in terminology alone, The Journal of Cooperative Education recently featured an article trying to "clarify misconceptions, to correct misinformation, and to explain some of the misnomers." Some of the "misnomers" listed included Commercial

Cooperative Education, Diversified Occupations, Industrial Cooperative Programs, Cooperative Vocational Education, Cooperative Work-Study Programs, Career Education, Distributive Education, Commercial Office Practices Programs, and Occupational Programs.[8]

The identity crisis in cooperative education expressed through the excessive concern with definitions in the literature is due to its new-found prominence.[9] The major philosophical difference reflected in the myriad definitions centers around the various relationships between work and study. The confusion grows out of the emphasis, on one hand, on vocational or career supporting programs, and, on the other hand, personal enrichment or development. In reality there should be no issue in this regard as we will attempt to clarify later.

What complicates the situation even further is the developing literature, particularly in the Educational Research Information Center (ERIC) system, of secondary cooperative vocational programs. Reference to the term "cooperative education" thus turns many heads. It seems as if each program and individual associated with cooperative education reflects his own biases or those of the institution represented when definitions or parameters are attempted. In the next few paragraphs we will attempt to define cooper-

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[8]Ellen N. Wiser and Joseph E. Barbeau, "Misnomers, Misconceptions and Misinformation," Journal of Cooperative Education IX (November, 1972), p. 16.

[9]Cross, Integration, p. 4.

ative education from a conceptual standpoint and then apply the definitive framework via several specific examples. We feel that much of the prior confusion and misinterpretation of cooperative education was due to the failure of the practitioners to first articulate their theoretical framework and then build a program to accomplish predetermined educational objectives.

Educational research demonstrates the fact that for purposes of investigation, concepts must be defined operationally. That is, in the world of reality and practicality, definitions must be based on the observable characteristics of that which is being defined. Within this framework there are three approaches to constructing operational definitions.[10] The first approach constructs a definition in terms of the operations that must be performed to cause the phenomenon or state being defined to occur. The second operational definition can be constructed in terms of how the particular object or thing being defined operates, that is, what it does or what constitutes its dynamic properties. The last type can be constructed in terms of what the object or phenomenon being defined looks like, i.e., what constitutes its static properties.

Rather than attempting to define cooperative education in terms of desired outcomes or operations (the first approach mentioned above), most definitions are based on

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[10]Bruce W. Tuckman, Conducting Educational Research (New York: Harcourt Brace Jovanovich, Inc., 1972), pp. 58-62.

what the observer sees, e.g., the characteristics or descriptions of the existing "co-op" program (either of the last two types of approaches above). This is unfortunate for much of what is described as cooperative education (simply because a work experience is involved) falls far short of any minimum educational criteria. For that reason, we will offer a definitive framework for cooperative education that is operational in terms of the desired outcomes. This provides for not only characteristic criteria but also an experience level that must occur before the endeavor can be called Cooperative Education.

> Cooperative Education is a postsecondary[11] work experience program designed to produce academic, career and/or personal enrichment opportunities for a student while he or she is fully enrolled and registered at the institution. The work experience involves a definitive period or periods of employment supplementing full or part-time study on campus. Evaluation of the experience is performed by all participants (student, employer, and institution) based on predetermined learning objectives dependent upon the work experience itself. The student's participation is considered an integral part of the total educational process for that individual.

The key elements in this definitive framework are: 1) the experience is related to postsecondary students and institutions; 2) the goal is student enrichment based on personal needs; 3) the co-op participant is considered an

[11]The Carnegie Commission defines postsecondary education to include both traditional higher education on college or university campuses or in campus-substitute institutions and further education as obtained through quasi-academic programs in the military, industry, etc. Our usage of the term throughout is in the same sense.

enrolled and matriculating student; 4) definitive planned periods are utilized; 5) there is thorough and complete evaluation by all parties; 6) the experience is designed around mutually agreeable objectives; 7) the institution considers the work experience a vital element in the educational process.

In order to fit into the proposed framework and be considered a "cooperative" work experience, the program must deliver the expected outcomes. It is inappropriate to look back upon any work experience performed during the college years and label it cooperative education merely because the dynamic processes involved some sort of employment. There are those who opt for an all inclusive definition of cooperative education. K. Patricia Cross argues against such an approach as do we because, she says, this would "make the term 'cooperative education' almost as meaningless as the now popular 'non-traditional' studies . . ."[12]

This framework is somewhat more flexible and adaptable to the two-year and liberal arts colleges but still appropriate for the traditional baccalaureate programs. If successful implementation of work and study experiences are to be a part of the educational programs of two-year colleges, then the objectives and operational practices of cooperative education must be applicable to the objectives of these colleges themselves. In fact, this is a sine qua non for all

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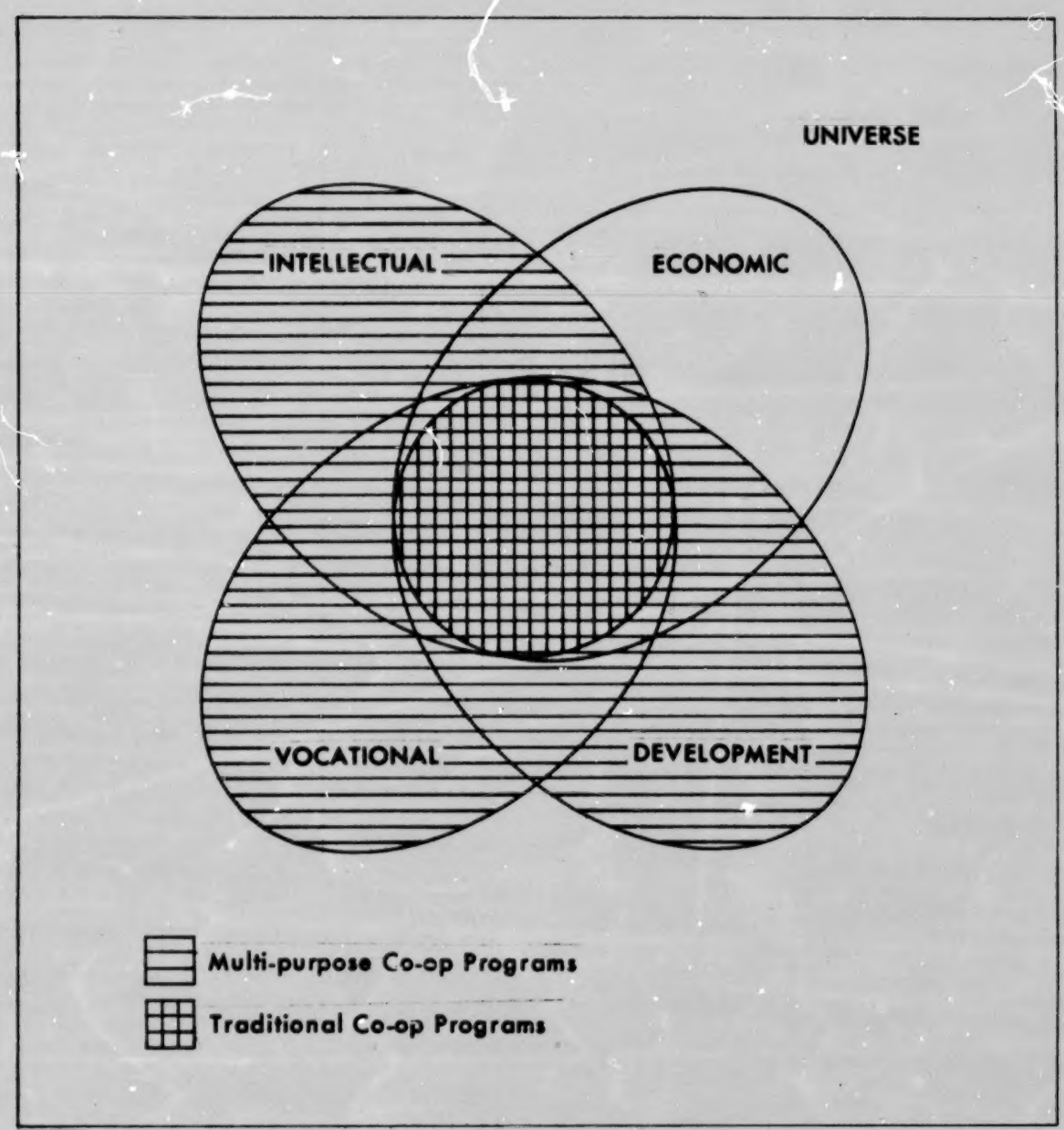
[12]Cross, Integration, p. 6.

institutions, regardless of role and scope.

Consider the diagram in Figure 1. The rectangle represents the universe of all non-traditional, non-classroom types of learning experiences. The four ovals taken as a union represent the four inclusive categories of work related experiences. It is reasonably safe to assume, we believe, that all work experiences are performed for either economic, vocational, intellectual, total personal or social development or some combination thereof. Specific examples of these motivations as manifested in particular programs will be mentioned later. The original idea of cooperative education in its perfected application is indicated by the cross hatched shaded intersection of all four circles. For years co-oping meant working in a paying position directly related to both the student's career ambitions and his academic field of study with personal development the result or spin-off of these real life experiences. Georgia Tech, Auburn, Cincinnati, Drexel, Tennessee, and others were once the prototypes of this interpretation and many of these same institutions still are leaders in the application of traditional cooperative education.

Traditional cooperative education, with its rigid alternating plans and discipline restrictions, is not necessarily applicable to the two-year community colleges and vocational/technical schools or in many cases the four-year liberal arts institutions, yet, the general objectives of cooperative education are positively applicable to most

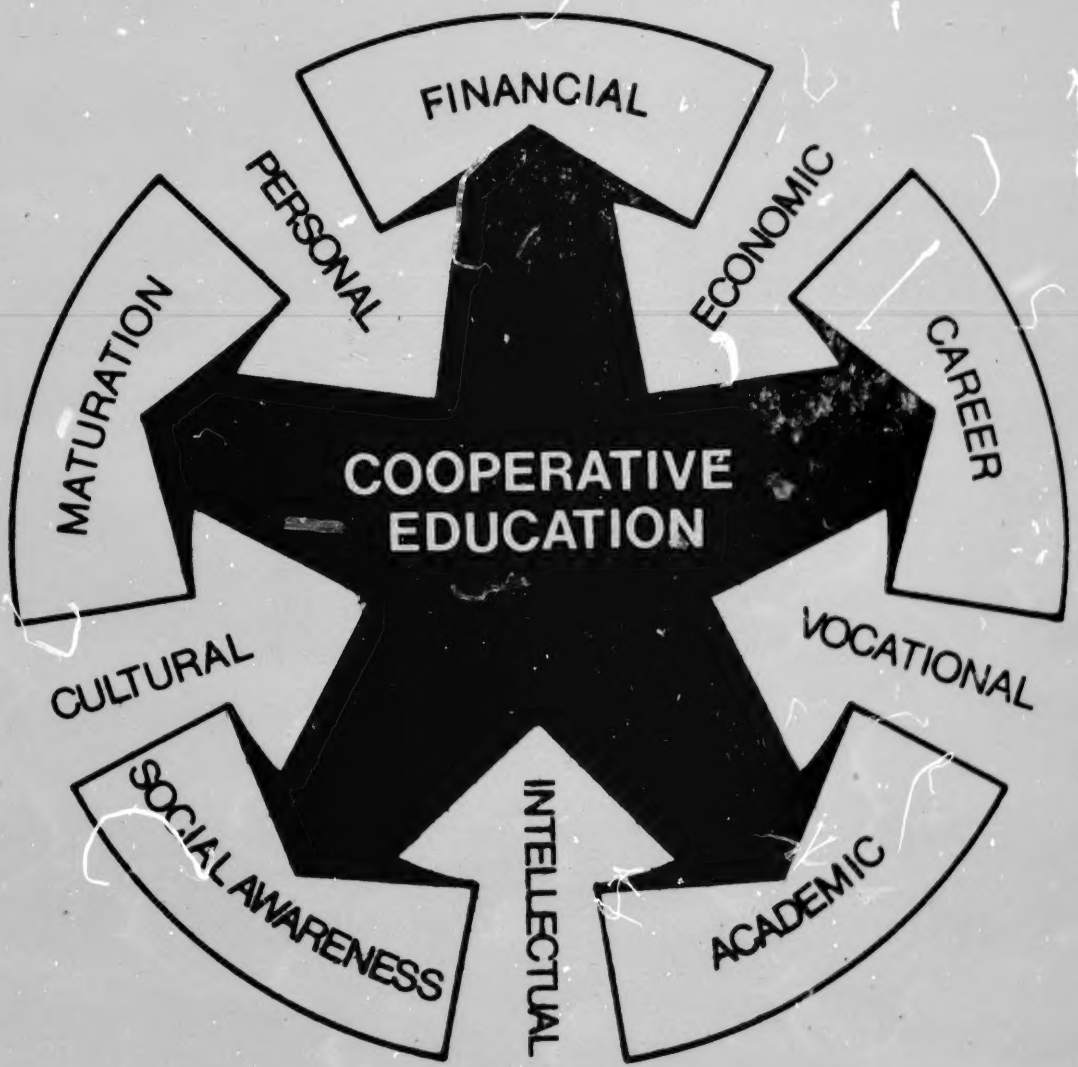
FIGURE 1


UNIVERSE
INTELLECTUAL
ECONOMIC
VOCATIONAL
DEVELOPMENT
Multi-purpose Co-op Programs
Traditional Co-op Programs

all institutions. It remains for many new programs to design their formats on the basis of desired outcomes, rather than static dynamic properties viewed after the fact. Returning again to the diagram in Figure 1, we suggest that cooperative education at most institutions can be illustrated by the three horizontally shaded ovals including the intersection of all four areas. In other words, cooperative education in the contemporary language should emphasize the total or whole man effect of the work experience as befits the specific objectives of the individual and the institution. These educational programs need not emulate the traditional modus operandi of combining all categories in one experience unless circumstances, i.e., students, employers, and institutional objectives specifically allow. Financial aid is a valid objective for work experience per se, but not necessary nor of even a primary component of cooperative education.

One criticism leveled at cooperative education is that its proponents try to make it all things to all students. In some cases the criticism may be valid, especially when a true depth of appreciation for appropriate application of cooperative education fails to prevail. It may very well be that while co-op may not be ALL things for ALL students, it can be MANY things for MANY students. The illustration in Figure 2 with the following examples describes how cooperative education fulfills a variety of institutional and individual objectives for a diverse student and institutional population. Into the development of an insti-

FIGURE 2


FINANCIAL
ECONOMIC
CAREER
VOCATIONAL
ACADEMIC
INTELLECTUAL
SOCIAL AWARENESS
CULTURAL
MATURATION
PERSONAL
COOPERATIVE EDUCATION

tutional philosophy for cooperative education go the intellectual, cultural, personal, economic, and vocational motivations for work experience. Out of this foundation emerges the particular institutional program emphasis.

As the institution begins to formulate the desired ends of its cooperative education program, the type of work experience becomes a means to institutional ends and will eventually set the institutional course in this regard. Students participating in a college co-op program whose orientation is primarily academic are not obligated to participate in the program with academics as their sole objective. In other words, a student may participate in an academically oriented program for financial, career, or other reasons. The real value of cooperative education is in its flexibility to a variety of institutional and student needs and aspirations while at the same time satisfying some interests which may be very narrowly defined.

Academic: In establishing a co-op program the institution may adopt the philosophy that students should be placed on work assignments for purely academic purposes. In order to operate under such a philosophy those persons responsible for the program assume the task of matching students to assignments which meet specifically identified academic requirements. Such a program is entirely feasible and numerous examples are in operation today.[13] For example,

[13] In discusing the various types of programs, academic careers, etc., our experience has shown that a "purist" approach is not realistic. Our intent here is to demonstrate that co-op programs can be designed to meet specific institutional and/or student needs.

a social work major is assigned to a youth corrections center for three work assignments. The student's faculty advisor, co-op director and employer establish specific learning objectives for each work period. The student might be assigned to investigate and evaluate the family history of a certain number of inmates to establish personality patterns for inmates that have a recurring problem of running away from home. Personality patterns may be established based on a battery of personality inventory tests. As a part of fulfilling the learning objectives, the student completes the tasks during his work assignment and then submits his[14] findings in the form of a report to be evaluated by his faculty advisor, co-op director, and employer supervisor.

Proper development of the work assignment and proper coordination between the student, faculty advisor, co-op coordinator, and employer supervisor is essential in order that the academic credibility of the experience can be maintained.

It may be legitimately argued that the student will indeed accrue other benefits identified with cooperative education; for example, financial aid, career exploration, etc. Consequently, the argument is made that one cannot totally isolate the academic portion of the experience. This is a legitimate point and cannot be effectively refuted even though an institution may choose to minimize other

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[14]For convenience and consistency, the masculine pronoun and its derivatives are used herein, but it should be read to include both sexes.

benefits of co-op or treat them as being of secondary importance.

In our opinion, if a program is established and all parties involved--the student, the school, the employer--accept the fact that participation in work assignments will be primarily for the intellectual development of the student in a pure academic mold, then such a program can be effectively accomplished.

Career: A program designed strictly for career exploration and/or development may also be established. Instead of having primarily academic, financial, or other objectives as focii, an institution may establish a program designed to afford students the opportunity to explore various career choices or to develop established career decisions. To illustrate this type of program, consider a student who arrives at a particular college with no idea whatsoever about an academic major or career interest. The co-op coordinator in conjunction with the college counseling and testing service assists the student in narrowing his choices to several he likes, has the aptitude for and is capable (academically, physically, and emotionally) of pursuing. Using these choices the co-op coordinator places the student in an assignment where he may gain exposure to one or more of the professional areas. Subsequent assignments may be in other professional areas. Based on several assignments the student may or may not decide on a career choice and an academic major to compliment his planned profession.

Regardless of the student's action or lack of action he now has some firsthand knowledge upon which to make more rational career choices.

A second illustration relates to the person who has clearly defined career and academic goals. Such a student may use a career development oriented co-op program to reinforce his decision, explore specific areas within his career choice or to determine personal areas of weakness he needs to develop to become a well rounded professional.

Once again the argument can be made that other aspects of co-op might come into play in this type program. However, if those persons involved (in this case the institutions developing the program and the student) perceive the goals of the program as career exploration and/or development, other aspects may be incidental although desireable and valuable.

Finance: In some cases, an institution will design a co-op experience to be primarily financial in nature. This might be particularly applicable to private schools where tuition is high and a substantial number of its students are from middle income families with limited resources to pay college expenses. This has also been the case in many predominantly minority institutions.

Co-op programs developed with financial aid as their main purpose obviously place students in job assignments primarily for the salary. Such programs do not regard learning opportunities or career exploration as the dominant

factors. An example of such a program would be the placement of a medical student on a construction job because it pays a good salary rather than in a hospital where academic and career related experiences might take place. It is not our purpose here to argue in support of or against the rationale of various institutional approaches to cooperative education. We do indeed realize there are those who argue that co-op programs designed strictly for financial aid purposes are not co-op at all. The point is that co-op programs have been in the past and will continue to be developed to serve a variety of functions for both students and institutions.

The College Work Study Program (CWSP) is a work experience program with close ties to cooperative education. CWSP programs (CWSP programs similar to the federal model are referred to repeatedly in the reports reviewed in this publication) are traditionally administered by the financial aid office rather than the co-op coordinator. In a larger number of cases the sole objective of CWSP programs is to provide students with financial assistance. There are of course exceptions. In most instances, however, the financial aid officer in determining a "package" for the student will simply determine that a portion of it will be provided through CWSP. After reviewing the requests for "work-study students," the officer places the student in a professor's office grading papers or performing other clerical tasks, with the maintenance crew, in the mail room or in other

similar type jobs. A review of the deliberation leading up to the legislation and indeed the legislation itself suggests that more effective "educational" utilization be made of CWSP funds.

Maturation: The October 1973 Carnegie Commission Report, Toward A Learning Society, asserts that the "period of youth" has been lengthened, in part, because of today's more complex society. The report points out that because of increased communication and broader exposure children begin earlier to make the transition from childhood to adulthood. In effect, society has lowered the beginning of the adolescent age and increased the difficulty of transition from childhood adolescent to full maturity because more is expected of the child sooner. A cooperative education program may assist students in making the transition from relative immaturity, perpetuated by the controlled environment of home and college, to one characteristic of a mature and responsible individual ready to assume a significant role in society.

Such a program might take students with varying degrees of maturity and place them in situations where maturing experiences are encountered. Students may be placed in jobs which take them away from home and campus for the first time. They have to discipline themselves to get to work on time and make wise use of their own money. Such experiences are encountered gradually for short periods of time during college and at a time when the student

doesn't have to assume the full responsibility of an adult citizen.

It must be re-emphasized that some of the other benefits of co-op may creep into the program designed to give students a maturing experience. It is equally important to remember, however, that for those institutions involved in this type program, other benefits are of less priority.

Social Awareness: A final approach that may be taken to develop a co-op program is that of social awareness and/or other cultural development. Maturation and Social Awareness have much in common but may be substantially different. Consider the illustration of the student from New York City who may be physically, chronologically, and emotionally mature, but still has a limited awareness of what it is like to live in the rural Southwest.

A specific co-op experience for this student might include travel or employment in a situation requiring association with persons from a radically different culture (e.g., city student on a farm). It, of course, cannot be denied that some maturing influence may be gained from such experience, but again it would be secondary to the main institutional objective of the program.

In summary then, it can be said that work experience based on certain defined outcomes embracing academic, career or personal enrichment can be called cooperative education. Within our framework as discussed earlier, there is no one best pattern or standard operating procedure

for college co-op programs. The important aspect is that the program be designed with the objectives of all participating parties--institution, student, and employer--clearly in mind. Since the diversity in higher education produces varying institutional objectives, we can expect many variations in work experience programs that can be truly described as cooperative education provided the key elements in our framework are present. The danger so prevalent in this application, however, is the fragmented approach to work experience programs by both faculty and administrators in relation to the institutional commitment. Even though academic or career objectives might be prominent in institutional applications of cooperative education, most institutions fail to grasp the necessity for systematic inculcation of work experience into the total educational process. This situation is addressed in Chapter Five.

The point is frequently made that the term "cooperative education" has a poor reputation in academia. It is said that cooperative education is associated with vocational education or financial aid, i.e., the "poor boy working his way through school." Armed with such reasoning, many persons call for changing the name and some have indeed renamed their program as, for example, The University of Cincinnati. We feel, however, that the consequences of changing the name would be far more severe than working to make "cooperative education" a respected and accepted descriptor for the educational alternative it has evolved to be. Some

might say that the argument is too insignificant to warrant attention--"a rose by any other name would smell as sweet." The name is important and several factors exist to justify such a position.

First, the U. S. Office of Education, the U. S. Congress, many state legislatures and state agencies have some understanding of and appreciation for the term "cooperative education." One could imagine the re-education which would be necessary should the name be changed to employer-based education, experimental education, etc. Second, a large segment of the business and industrial community understands the term. Doubtless, thousands of dollars have been spent by educational institutions and other organizations to inform and sell business on the idea of "cooperative education." It appears that a change in the name would needlessly negate much progress which has been made in creating an understanding of the concept and receptiveness among business and industry. Third, "cooperative education" adequately describes the concept as we perceive it. It is an "educational" venture requiring the "cooperation" of the employer, the student, and the institution. No apology is needed for use of the term "cooperative education."

It is our contention, therefore, that the consequences of changing the name would create greater problems than it would solve. It is evident that the appropriate action would be to develop outstanding quality co-op programs and thereby provide not only highly acceptable but highly

desired and sought after educational results within our proposed framework.

Summary

With this operating definition of cooperative education and a clear conceptual framework in mind, the remainder of this monograph provides an analysis of the evolution of cooperative education within an historical-educational context. Then this evolution is addressed from the standpoint of various social, political, and economic events reported in the literature. As noted in our framework discussion, cooperative education can be quite broad in its applicability and social services offered, but it has not been confronted with the economic situation now experienced by our society and indeed the world.

Cooperative education can be traced through the examination of various private and governmental statements beginning with Schneider's dream in 1906 to the heavy endorsements by Frank Newman and others in 1973 and then to the present. Chapter Two looks at the historical evolution of formal work experience programs from social, educational, and chronological events. The privately supported study groups and task forces are summarized in Chapter Three and the governmental groups in Chapter Four. Chapter Five attempts to place cooperative education in its total social context with conclusions from prior and existing situations as well as predictions for the future.

CHAPTER TWO

Its Evolution

The basic principles of cooperative education--learning by doing, practical application of classroom theory, etc.--can be traced to man's earliest societies. As early as the Roman era, Marcus Vitruvius Pollio, architect for Augustus Ceasar, wrote in Book I of The Ten Books on Architecture:

> The architect should be equipped with knowledge of many branches of study and varied kinds of learning, for it is by his judgment that all work done by the other arts is put to test. This knowledge is the child of practice and theory. Practice is the continuous and regular exercise of employment where manual work is done with any necessary material according to the design of a drawing. Theory, on the other hand, is the ability to demonstrate and explain the productions of dexterity on the principles of production.
>
> It follows, therefore, that architects who have aimed at acquiring manual skill without scholarship have never been able to reach a position of authority to correspond to their pains, while those who relied upon theories and scholarship were obviously hunting the shadow, not the substance. But those who have a thorough knowledge of both, like men armed at all points, have the sooner attained their object and carried authority with them.

In Book VI, Pollio stated:

> For all gifts of Fortune, as they are bestowed by her, so are they easily with drawn; but when training is conjoined with mental power,

it never fails, but abides secure to the final issue of life.[1]

For centuries prior to the widespread participation in formal education, professionals such as physicians, theologians, lawyers, and architects, read to develop their understanding while increasing their knowledge of their field by actually putting into practice the ideas so formulated. Much of the "body of knowledge" upon which many disciplines are based have been developed by this method.

"Sandwich Plans" in Great Britain

Integration of practical experiences with classroom theory in a formal educational setting was introduced in Scotland in 1880 and Great Britain in 1903, several years before cooperative education began in the United States. In England the program was referred to as the "sandwich plan."[2] As the name implies, students "sandwiched" periods of classroom instruction between periods of practical work experience. W. Henry Tucker, Winston Churchill Traveling Fellow (1969) investigating the British sandwich plan, related that little use was made of such programs in British universities prior to 1959, possibly because of the communications gap between industries and universities. Several important factors relating to the development of British

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[1]Clyde W. Park, Ambassador to Industry, The Idea and Life of Herman Schneider (Indianapolis, New York: The Bobbs-Merrill Company, 1943), p. 47-48.

[2]W. Henry Tucker, "British Sandwich Plan," a paper prepared as Winston Churchill Traveling Fellow, 1969, p. 1.

sandwich plans after 1959 are enumerated by Tucker. The apparent leadership in technology exhibited by the Russians' "Sputnik" prompted an intense emphasis on education by the British Government. Ten colleges of advanced technology had been established with cooperative programs as a distinguishing feature in 1955 and were chartered as technological universities by the Queen in 1965. Tucker makes several observations regarding the mechanisms of British sandwich plans which warrant recounting here:

> a. The most outstanding feature of the British program is, in my estimation, the fact of almost total involvement of the faculty in instructional visitations. . . . It decidedly affects the content and flavor of the university courses (perhaps the greatest gain).
>
> b. University based co-op programs are replacing those previously based in industry and business.
>
> c. Large companies in Britain spend much effort in selling the co-op program even though students work for different employers each work period.
>
> d. British universities do consider that the co-op program is worthy of academic credit.[3]

From his review of British sandwich plans Tucker concluded that the future of co-op programs appears secure.

Cooperative Education in the United States

Formal learning programs outside the classroom preceded the formal introduction of cooperative education in the United States. Medical internships (a distinction

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[3]Ibid., pp. 2-3.

exists between cooperative education and internships although both involve non-classroom learning in a practical situation) were introduced in the United States as early as 1765[4] and "reading" in a lawyer's office was a common means of legal education for many years.

Cooperative education in the United States traces its formal inception to the year 1906.[5] Its founder, Herman Schneider, attended Lehigh University in the early 1890s and while an engineering student there he worked part time in the office of architect and construction engineer, William Leh. After graduating from Lehigh, Schneider opened his own architectual and engineering office, but was forced to close it three years later as a result of an attack of malaria. When he recovered he worked for the Oregon Short Line railroad until 1899 when he was invited to join the civil engineering faculty at Lehigh. It was while at Lehigh that Schneider began to formulate his philosophy of education which was to manifest itself six years later at The University of Cincinnati.

> Schneider recognized the necessity for an abstract approach to fundamental theory. . . . but there was also a strong practical side. . . . principles, he thought, might be studied

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[4]Internships and Residencies in New York City, 1934-1937, A Report by The New York Committee on the Study of Hospital Internships and Residencies (New York: The Commonwealth Fund, 1938), p. 26.

[5]Asa S. Knowles and Associates, Handbook of Cooperative Education (San Francisco, California: Jossey-Bass, Inc., 1971), p. 3.

in the abstract, but their application should be presented discreetly.[6]

This philosophy can be traced to his work experience while in college and his observation of the limitations of colleges to teach certain facets of engineering. For three years Schneider attempted to develop his co-op idea at Lehigh, but without success.

In 1903 Schneider joined the engineering faculty of The University of Cincinnati. He began immediately, with the assistance of John Manley, secretary of the Cincinnati Metal Trades Association, to work with faculty and influential industrial representatives to sell his idea. To appease the "old guard" at the University, Schneider worked to be sure his plans included academic requirements [which] were above suspicion.[7] In addition, he and Manley worked many hours recruiting support among Cincinnati business and industrial leaders. Finally, in the fall of 1906, twenty-seven young men assembled at the University as the first co-op students in the history of U. S. education. It is interesting to note that the first co-op students alternated one week at work and one week in school. During these early stages, Schneider served as supervisor and coordinator for the co-op students.

By 1912 a total of 55 firms were participating in the co-op program. In addition, the number of "regular" engi-

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[6]Park, Ambassador to Industry, p. 41.

[7]Ibid., p. 74.

neering students had dropped from 107 in 1906 to 40 in 1912. In turn, the number of co-op students had grown from the original 27 in 1906 to 294 in 1912.[8]

The intervening period between 1912 and the present has been characterized by the steadily growing influence of cooperative education at Cincinnati. Although Schneider died in 1939, the University has continued to emphasize the value of cooperative education. Today more than 3,000 of Cincinnati's students from all academic disciplines participate in the co-op program.

Dean Schneider's concept has also captured the imagination of hundreds of other institutions of higher education. Broad acceptance of it, however, did not come to pass for more than fifty years after Schneider's original program. A few colleges of engineering, e.g., Northeastern University - 1909, Georgia Institute of Technology - 1914, University of Pittsburgh - 1912, were fairly quick to adopt Schneider's idea. Cooperative education was limited to engineering and technical programs until 1926 when Antioch College, a rural liberal arts college, adopted cooperative education.[9]

Antioch and Non-Engineering Co-op

The advent of Antioch College into cooperative educa-

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[8]Ibid., p. 88.

[9]A Directory of Cooperative Education 1970, Cooperative Education Association (March 1970), p. 13.

tion warrants elaboration. In 1853, Horace Mann was selected to head a college established by the Christian Church in Yellow Springs, Ohio. Mann struggled for nearly six years to develop the school into a reputable institution, but lack of financial support, resulting from doctrinal in-fighting among its supporters, greatly hampered his progress. Mann died in 1859 while still president of Antioch. For sixty years after Mann's death the Unitarians and the Christians struggled to keep the college operating. In 1919 the college was on the verge of financial bankruptcy and collapse. Even the YMCA refused to accept the trustees' offer of the college as a gift.[10]

Late in 1919, Arthur Morgen, a Dayton engineer, was selected to the Board of Trustees and presented his "Plan of Practical Industrial Education." According to Morgen it was important to provide an "education in life as well as in books." Morgen totally reorganized the college by juxtaposing work and study. He originally conceived the idea that work and school would be alternated at two-week intervals at various businesses and industries in the Yellow Springs area. It soon became apparent that a national job market and a cosmopolitan student body demanded wider spheres of operation. Consequently, work and school periods evolved into three-month intervals providing complete flexibility as to geographic location of job assignments. Such

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[10]David R. Riesman and Verne A. Stadtman, Editors, Academic Transformation: Seventeen Institutions Under Pressure (New York: McGraw Hill, 1973), p. 22.

flexibility afforded much greater variety and sophistication of work assignments since "the world" became a classroom. For over one-half century, students who attended Antioch College have been required to participate in cooperative education.

During the past years the majority of Antioch's co-op students have alternated periods of full-time study with periods of full-time work. However, with Antioch's diversification of programs and establishment of its "network"[11] under the leadership of President James Dixon, many variations of procedure for integration of work and study have been introduced. An illustration of this may be seen in the Antioch-Columbia Center in Maryland, where work and study are engaged in concurrently rather than on an alternating basis. Such a procedure is based on the idea that concurrent work-study may be best suited to adults (adults comprise the majority of the Antioch-Columbia Center student body) who have already moved beyond entrance level jobs.

> The college may play a significant role both in satisfying the adults' more clearly articulated educational needs and in serving as a credentialing agent for demonstrated achievement. For many young students, the Yellow Springs model of alternating work and study may continue to be most rewarding. . .[12]

To be sure, Antioch has exerted a significant influence on the development of cooperative education in the

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[11] "Network" refers to the four principle campuses of Antioch and 20 Field Centers as described by Riesman and Stadtman.

[12] Ibid., p. 23.

United States, as well as abroad. As the co-op movement grows, certainly even more attention will be given to Antioch and other schools with any kind of success in these non-technical areas.

Just five years after the establishment of the Antioch College co-op program, The Association of Cooperative Education was founded. Schneider served as president of the organization for the first three years of its existence. In 1929, due to the predominance of co-op programs in engineering, the American Society for Engineering Education (ASEE) established the Cooperative Education Division (CED) of ASEE.[13]

The Manifesto

A significant milestone in the history of cooperative education took place in 1946 with the publication of The Cooperative System-A Manifesto, by C. S. Freund. The Manifesto was accepted as the official statement of the Cooperative Education Division of ASEE and as such proposed to serve four objectives. First, it was to be a primary source of information about the cooperative plan; second, provide direction for faculty and officials of colleges offering the cooperative plan; third, act as a guide for colleges experimenting with co-op; and fourth, make public

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[13]James G. Wohlford, "The Cooperative Education Division of ASEE--A Brief History," Engineering Education LXI (April 1971), pp. 785-86.

the aims and plans of the cooperative movement.[14] Freund's Manifesto later lost much of its impact as a guide for cooperative education largely due to the introduction of large numbers of liberal arts and other non-technical programs.

The Muscatine Report

Education at Berkeley, the Report of the Select Committee on Education, University of California at Berkeley Academic Senate, sometimes referred to as the "Muscatine Report" after its faculty chairman, introduced another concept for cooperative education. The committee was formed primarily in response to unrest and student protest in 1968. The Select Committee was charged by the Berkeley Senate to explore the way in which humane learning and scientific inquiry could be advanced in spite of the size and scale of contemporary "multiversities." It was also instructed to examine change and alternative educational programs in light of this charge.

The Muscatine Report is extensive and its recommendations sweep through some 200 pages covering teaching improvement, student advising and orientation, admissions, grading, new programs and their administration, graduate education, teaching assistants, and so forth. Although the space devoted to co-op experiences is limited when compared to the

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[14] C. J. Freund, "The Cooperative System--A Manifesto," Journal of Engineering Education XXXVIII (October 1946), p. 117.

number of pages in the report, the implications and recommendations concerning off-campus "field-study" are broad and acceptable within our framework. Under the chapter entitled "New Programs," the Committee stated in Recommendation #25:

> In order to enable all qualified students to present a limited amount of supervised study for academic credit: (a) schools, colleges, and departments should be given wider latitude in accrediting field study; (b) the campus should be provided with a field study administrative staff.[15]

The discussion preceding this recommendation cites the existence of a "work-study" program in the College of Engineering operated for many years on a traditional co-op alternating scheme. The shortcoming in the examiners' opinions were the lack of such opportunities in other disciplines and no mechanism for granting credit for off-campus study outside the student's major.

The analysis of the Committee brings all forms of work experience, internships, etc. under one heading which in this context has some validity. One concern strongly emphasized and reiterated is that these programs and opportunities are not being afforded the proper credit or recognition.

> The Committee believes that all qualified students should be permitted to present for academic credit a limited amount of super-

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[15]Select Committee on Education of the Academic Senate of the University of California, Berkeley, Education at Berkeley (Berkeley: University of California Press, 1968), p. 140.

> vised field study of demonstrable intellectual value . . . the opportunity desired by many students to test and validate in the field of the knowledge gained in the classroom should not be limited to students of law and engineering.[16]

In addition to the career exploration and academic enrichment aspects of field study, the Committee suggest social and economic benefits accrue for students, institution, and the community from such endeavor.

The Committee also strongly endorsed a central "agency whereby students and departments may be aided in the logistics of field study projects." This is the first mention in the works summarized in this monograph of consideration given to the need for administrative structure to operate a work experience program. Specifically the Committee said:

> The responsibility for administering desirable field study projects that are outside the competence of individual departments should be given to an appropriate interdisciplinary faculty body . . .. This body should represent the faculty in receiving proposals to appropriate faculty members for advice, supervision, and evaluation; and certify successful projects for credit.[17]

The Linowitz Report

Called the "Linowitz Report" after its chairman, Campus Tensions: Analysis and Recommendations was the second "unrest" study released in 1970. It was sponsored and published by the American Council on Education. Among its

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[16]Ibid., p. 138.

[17]Ibid., p. 139.

many recommendations designed to mitigate unrest by restructuring institutional policies and procedures was this one under the general category of "institutional goals":

> New currcicula and resources are needed to further the self-development of students in ways traditional curricula failed to do. More institutions should seek the resources to experiment with alternate modes of learning; cluster colleges, experimental education, work-study, community involvement for academic credit and other living arrangements.[18]

Although it did not extensively elaborate on these various alternate modes, the Special Committee on Campus Tensions urged colleges and universities to "be flexible enough to accommodate change, aggressive enough to promote change, and wise enough to anticipate the consequences of change."[19]

Assembly on University Goals and Governance

In January of 1971 the American Academy of Arts and Sciences sponsored the first report of their specifically designed study group, the Assembly on University Goals and Governance. This report manifests yet another conceptual evolution in the development of cooperation education, that of an academic framework. For two years the Assembly had been pursuing its charge "to explore, develop, and help implement alternative approaches for resolving certain of

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[18]Special Committee on Campus Tensions, Campus Tensions: Analysis and Recommendations (Washington, D. C.: American Council on Education, 1970), p. 50.

[19]Ibid., p. 53.

the principal issues affecting colleges and universities . . .."[20] The action agenda of the Assembly was to provoke discussion and testing of innovations and mission clarification for institutions of higher education in the U. S.

The membership of the Assembly was organized into five policy councils, each of which was to have less than 20 members and meet during the first year of the Assembly's existence "to discuss specific issues and make proposals."[21] During the second year the findings of the Councils would be subjected to debate and scrutiny through a series of forums and seminars held in various locations. The five Policy Councils were designated to focus respectively on 1) Learning, Teaching and Evaluation, 2) Research and Service, 3) Access, Scale, and Quality, 4) Relations with Other Institutions, and 5) Models of Governance. Questions for consideration in each council were formulated in November of 1969.

The First Report consists of 85 theses which purport to be held together by nine themes. These themes assert learning and teaching, flexibility and modernity, open access, diversification and self-analysis. From an organizational standpoint additional themes emphasize a preservation of private higher education, enhancing the profes-

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[20]The Assembly on University Goals and Governance, A First Report (Cambridge, Massachusetts: The American Academy of Arts and Sciences, 1971), p. 6.

[21]Ibid., p. 45.

soriate, restoration of the authority and responsibility of the president, and a program of better resource utilization and self-help.

Several of the theses imploy or mention directly cooperative work experiences in higher educational institutions. Perhaps the strongest statement of objectives for a co-op program of all the various commissions and committees referenced herein is the thirteenth thesis of the First Report which states:

> Students ought to be permitted to intermingle study and work in ways that are now uncommon. This is not a single plea for an extension of what now passes for cooperative work and study programs, where the student spends one or more terms away from a college campus. Rather, it is an assertion that significant employment opportunities for students may be provided in the term-time if the university recognizes the value of such experience and is prepared to admit its educational importance. New counseling and instructional techniques will be needed for such educational combinations. Without close supervision, programs of this kind could easily become peripheral--a kind of extracurricular "make-work."[22]

The key words are "value" and "educational importance." If one calmly peruses this statement by a group of such prestigious educators and laymen, the conclusion might be less than favorable for cooperative education. The fact of the matter is, however, that the Assembly is calling for meaningful educational applications. There are too many "make-work" programs being incorrectly labeled as cooperative education.

[22]Ibid., pp. 14-15.

The Assembly on University Goals and Governance was the first to endorse so strongly the academic aspects of work experiences under proper coordination and admonish those who would use co-op experiences as just another extra-curricular activity. The Assembly did not preclude the value of work-study as a financial aid tool, nor did it downgrade career exploration.[23] On the contrary, it called for innovation in professional curricula, calendar reforms to give students opportunities to work independently or off campus, early specialization for those who have made a firm career or field selection, recognition of non-classroom experience and greater flexibility as to the age and period of study commonly accepted.[24] The Assembly encouraged incentives for "interspersed long work periods of full-time or part-time study . . .."[25]

The First Report was an example of a national level goals and policy review by a private organization. Many of its theses echo the recommendations of prior and subsequent governmental as well as private study groups, particularly in reference to work experience alternatives for college students. Perhaps its key importance for the evolution of cooperative education is the emphasis on the academic poten-

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[23]See specifically Thesis #9 in Assembly, First Report, p. 13.

[24]See respectively each of the following Theses in Assembly, First Report: Thesis #37, p. 21; Thesis #39, p. 22; Thesis #35, p. 20; Thesis #11, p. 14; Thesis #12, p. 14.

[25]Ibid., p. 14.

tial of valid work experiences.

Southern Regional Education Board Reports

The Southern Regional Educational Board (SREB) is an example of regional cooperation and coordination in education reaching across political and geographic boundaries. Among its many projects and research endeavors are several which have particular reference for cooperative education. Off-Campus Education: An Inquiry: In 1971 SREB sponsored a Conference on Off-Campus Experimental Education prompted by the Board's interest in its own service-learning internship program. Sixteen participants combined to discuss aspects of off-campus learning which were published under the 1972 title, Off-Campus Education: An Inquiry. Although the conference findings do not mention cooperative education specifically, a definition of off-campus experimental education and the implications for application of a co-op type experience are clear. This document is an example of the evolving concepts of work experience programs and the growing need to develop guidelines based on firm conceptual frameworks.

Internships, experiential education, work-study, etc. are used many times in the report which purports to accomplish the objectives similar to our co-op framework in their philosophical statements. The goals and advantages of service-learning internships link work and study "with a vitality that makes the whole of the experience much more

than the sum of its parts."[26] Simultaneously encouraged are "service-oriented action and self-directed learning." Service-learning or experiential learning can "increase one's understanding of one's self and the human conditions," and "lead to the development of a life-style." The participants classified off-campus experiences into five categories: social action, independent study, work, international experience, and community building.

Concerning off-campus education in general, the Conference produced four objectives for the student's participation therein:

1. To help the student examine and develop his own life style;

2. To foster the development of the student's capacity to examine the experience and interpret the learning that has occurred;

3. To develop and enhance firsthand knowledge of fundamental human concerns by providing the student with the opportunity to examine a variety of cultural values and draw implications for his own personal commitments;

4. To develop personal skills in setting and achieving goals, identifying and solving problems, and exercising initiative and independence in dealing with human and institutional relationships.[27]

The report also relates a model for service-learning internships, considerations for evaluating off-campus learning, a call for awarding credit for off-campus exper-

[26]Peter Meyer and Sherry L. Petry, Off-Campus Education: An Inquiry (Atlanta: Southern Regional Education Board, 1972), p. 31.

[27]Ibid., pp. 8-9.

iences and "the pressing need for additional extensive, in-depth exploration."

The concepts supportive of cooperative education and the endorsement of off-campus experiences by the SREB are notable from the following statement by the Conference:

> Off-campus and on-campus learning are not dichotomous modes of learning. On the contrary, off-campus learning merges the processes of off-campus student experience with traditional on-campus classroom processes in a complementary way. The off-campus experience can be viewed as the site of learning, the classroom the place of development and reflection. The classroom can thus serve as either preparation for or evaluation of off-campus experiences, just as it has traditionally, if unconsciously, served as preparation for or evaluation of the student's total off-campus life experience. Thus, the off-campus experience is a part of and necessary to the total education process and must be evaluated in that light.[28]

Higher Education: The question of the relationship between higher education and vocational preparation of students has long been a source of heated debate. There are those who contend that preparation for vocations is the most important function of higher education. The middle position espoused by John Dewey is that vocational preparation is simply a part of the overall preparation of students and is compatible with other college and university functions, i.e., academic or intellectual experiences. Mayhew says:

> In many respects, cooperative work-study programs, when carefully carried out, epitomize Dewey's view on vocational education. The work experience is clearly

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[28] Ibid., pp. 12-13.

> central but in such a way as to assign meaning to the other studies students follow.[29]

In Higher Education for Occupations, also published by SREB, Mayhew looks at vocational curricula in undergraduate collegiate institutions, attempts to gauge the needs of formal education for vocational purposes and suggests guidelines for planning and utilization of vocational programs. A point of particular importance is his discussion of the paradox of vocationalism and higher education which relates to the basic missions of higher education. A large number of professors, past and present, reject vocational preparation as a function of higher education. The paradox, according to Mayhew, is that "student aspirations have historically demonstrated the primacy of collegiate preparation for work."[30] Throughout his monograph, Mayhew makes references to the values of various off-campus and work experience programs. His enthusiasm is tempered, however, with two well considered cautions. The first is concerned with academic credit. The question is not so much as to whether or not credit should be awarded, but how much credit to give and how to evaluate the work experience for credit. A second concern is contained in the statement:

> Excessive reliance on work or the experience of living, or contrived uses of off-campus

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[29]Lewis B. Mayhew, Higher Education for Occupations, (Atlanta: Southern Regional Education Board, 1974) p. 1.

[30]Ibid., p. 19.

> resources raises various questions concerning the mission of colleges and universities.[31]

Mayhew later states in another SREB monograph addressing professional education:

> Ideally a new student in a professional field needs some direct guidance as to the nature of the field, some early practice in the field and the opportunity to select for himself a concentration and a way to achieve it . . .. Relevancy can be achieved through practice. Many professional schools have drifted away from reality just as the arts and sciences have become excessively academic. As a general rule the various elements of the curriculum--arts and sciences, professional arts and application--should focus on actual practice.[32]

The implications for cooperative education are all too clear. Co-op does allow practice to be thoroughly integrated into the curriculum. It also allows a student to "select a concentration." Frequently, students who have a well defined broad field of interest, i.e., engineering, science, etc. are not much better off than the student who is totally "at sea" since one specialty in a given field (electrical, mechanical, civil engineering, biological, physical science) may be completely unrelated in many ways to another specialty in the same field. Cooperative education not only lends credibility to certain "vocational" programs being part of higher education, but has emerged as

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[31] Ibid., p. 109.

[32] Lewis B. Mayhew, Changing Practices in Education for the Professions (Atlanta: Southern Regional Education Board, 1971), p. VI.

the most efficient and effective vehicle for implementation of this new concept.

Assembly of the American Association of Community and Junior Colleges

The 1973 Assembly of the American Association of Community and Junior Colleges chose as its primary focus "Educational Opportunity for All: New Staff for New Students." The report of the Assembly contains eleven background study papers plus a final summary of the meeting itself. Much of this material has direct reference to work experience programs as an integral part of pre-service faculty development. Here is yet another significant development in the growing "necessity" of work experience in postsecondary programs.

The AACJC has often expressed concern over staff development through its various publications, research studies and task forces. In one of these earlier studies supported by a Carnegie Corporation grant, Derek S. Singer identified components of "a well conceived pre-service trianing program." One of these components was an opportunity for substantial, relevant supervised practice teaching or internship at a two-year college.[33]

Looking at the first paper in this 1973 report by William A. McClelland and David S. Bushnell, the authors

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[33] Roger Yarrington, ed., Educational Opportunity for All: New Staff for New Students (Washington, D. C.: American Association of Community and Junior Colleges, 1973), pp. 7-9.

cite a socio-economic perspective from which the full range of staff training and development is viewed. The community-junior college has been a pace setter in integrating more formal instructional experiences with world of work experiences. More such endeavors must and will come according to the writers.[34]

The sixth reported paper in the report concerns itself entirely with "Work Experience as a Means of Preparation and Renewal." Arden L. Pratt extols the attributes of work experience for community-junior college staff during all phases of career development. His recommendations advocate comprehensive work-study experiences with the following stipulations:

> Pre-service or in-service work experience should be equated with credit hours and be recognized as formal credits for compensation and promotion benefits.[35]
>
> All individuals should be required to have a period of work experience, other than eduational before he or she is employed in any faculty or staff position in a community college.[36]
>
> All pre-service staff preparation programs should include an element of work experience other than professional internships.[37]

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[34]William A. McClelland and David S. Bushnell, "A Futuristic Look at Training," in Yarrington, New Staff for New Students, p. 18.

[35]Arden L. Pratt, "Work Experience as a Means of Preparation and Renewal," in Yarrington, New Staff for New Students, p. 79.

[36]Ibid., p. 80.

[37]Ibid., p. 82.

> Work experience of some type should be required for entry and removal of community college staff serving in traditional academic [and] occupational areas.[38]

As with many of the reports reviewed throughout this monograph, New Staff for New Students does not utilize the term cooperative education per se. It does, however, endorse the basic idea and rationale for work experience programs. The paper by Pratt advocates work experience for all students desiring to become community college faculty and staff. It proposes a a recognition of the value of work experience during the pre-service training, before career employment and during career employment as a means of continuing staff self-renewal. A subtle point often overlooked by practitioners is that those staff members who have had work experiences themselves are the most effective enthusiasts of such programs for students.

The final chapter of New Staff for New Students is the 1973 AACJC Assembly Report itself. After reaffirmation of the two-year institution's commitments and goals, the report accentuates the idea of the staff as the college's single greatest resource. In that regard staff development, both pre-service and in-service is of utmost concern. The Assembly specifically recommends that pre-service education or work experience "should be based on and evaluated by competency standards, rather than on those academic credentials that are traditional."[39] The Assembly urges the

[38]Ibid., pp. 84-85.

[39]Ibid., p. 143.

two-year institutions to take the initiative in offering internships, practicums, etc. as part of their commitment to pre-service education.

Summary

In the preceding pages we have highlighted some significant chronological events in the historical evolution of cooperative education. The reports, events and statements cited manifest the emergence of cooperative education as an integral part of American higher education. Cooperative education began as a means of broadening the classroom experience with a combination of theory and practice and vocational exposure for the student. It moved through periods which saw it branch out as a financial aid vehicle, a means of quieting student protest, and now we see it being endorsed again as an educational endeavor supplementing and improving classroom learning.

In Chapters Three and Four to follow we see a similar evolution through a close examination of the literature concentrating on, first, the public sector and then, second, the privately sponsored reports. The point which should be emerging is that not until the 1970s did cooperative education finally arrive where it can assert its integrable necessity in the educational process. Its fragmented uses in the preceding seven decades are testimony to its flexibility and wide range of applicability. Fragmented application in the future, however, is unwarranted and regressive.

CHAPTER THREE

Socio-Political Context From Public Perspective

It is a rather routinely accepted fact that the general welfare clause of the Constitution is sufficient justification for federal governmental involvement in public education. This "fact" may have come about more as a result of public default rather than conscious efforts. Nonetheless, it is a fact that few, if any, segments of public education are immune from direct governmental influence. While the presence of its involvement may not be questioned by too great a number of persons, the role and scope of the involvement appears to be the subject of a never ending debate.

It cannot be denied that the influence of the federal government has been an important factor in the development and expansion of cooperative education. Early influences were, to be certain, subtle inferences in reports such as the 1947 Truman Commission. This six-volume report made fleeting references to work study efforts. As we shall see through analysis of seven major federally supported Commissions from 1947 to 1973, the emphasis of the federal government on expansion of cooperative education and other work related programs becomes overt and widespread. The

ultimate influence of the federal government comes, of course, with the injection of federal dollars. After almost a quarter century of growing interest in cooperative education, federal financial support was introduced in 1970.

These various commission studies have had varying impact on education. The degree of their effect may be related to the presence or absence of imaginative and creative ideas which came from recipients affected by them. Regardless of their impact on education, it is safe to say that each one, some obviously more than others, contributed to the growing awareness of cooperative education as a viable force in the American higher education system. We also see the evolution of cooperative work experience through the various applications recommended or discussed by each report.

The Truman Commission Report

Alternatively known as the Truman Commission or the Zook Commission Report, this six-volume study, Higher Education for American Democracy, caught the prevailing social mood of the post World War II period. Several of its recommendations have been highly influential, not only with respect to the thinking and writing of educators, but with respect to political and economic decisions concerning higher education. Prompted by the swarm of returning World War II veterans, President Truman called upon the commission members to re-examine higher education "in terms of its

objectives, methods, and facilities, and in light of the social role it has to play."[1]

The Truman Commission may have been more influential for its time than the Morril Act of 1862. Mayhew credits this report with great influence upon the expansion of junior colleges and the motivation tc remove social and economic barriers then preventing many high school graduates from further education.[2] Perhaps the most notable statement of the Commission was its prediction that by 1960 higher education enrollments would rise to 4.6 million students. This was based on the Commission's belief that at least fifty percent of all eligible young people should receive some form of higher education.

Volume IV, Staffing Higher Education, is the focus of our review here because the only clear reference to work experience programs is related to various graduate internship opportunities. This volume concerns itself with the expansion and improvement of teachers, researchers, and administrators in higher education. These concerns are predicted on the fifty percent increases in enrollment brought about by growing population as well as the removal of access barriers. It calls for "sustained efforts at improving the teacher's mastery of a constantly expanding

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[1]U. S. President's Commission on Higher Education, Higher Education for American Democracy (New York: Harper and Brothers Publishers, 1947), p. V.

[2]Lewis B. Mayhew, The Carnegie Commission on Higher Education (San Francisco: Jossey-Bass Publishers, 1973), p. 6.

subject matter field, and evaluating his competence in presenting his materials."[3]

The references or implications for work experience programs are limited to four pages articulating the Commission's views of an internship program for prospective teachers, counselors, researchers, special service personnel, and administrators. The following excepts succinctly summarize the material.

> This Commission recommends that the graduate schools take advantage of the opportunity and obligation to make a distinguished contribution through providing internship training for those who plan to enter these different fields.
>
> A carefully arranged period of supervised internship should become the very keystone of an effective preparatory program for college teachers . . .
>
> This Commission recommends that each graduate school engaged in the preparation of individuals for careers in Higher Education take steps immediately to expand the supervision of their instructional and research fellowships into a program of real internship . . .
>
> Those who are planning a career in research should be assured of the opportunity for training in research techniques under conditions approximating actual work experience.
>
> Administrative skills must be learned largely through experience; but by an internship program, it is possible and necessary to pass on to prospective administrators some of the accumulated wisdom of those who have had successful experience in college and university administration.[4]

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[3]U. S. President's Commission on Higher Education, Higher Education for American Democracy, Vol. 4: Staffing Higher Education (New York: Harper and Brothers Publishers, 1947), p. V.

[4]Ibid., pp. 20-22.

It is pertinent that the Truman Commission referred to off-campus or supervised on-campus internships for graduate students rather than the undergraduates. Most contemporary writings and endorsements concerning co-op type experiences are silent in regard to the graduate level. One of the few statements on graduate education is Scholarship for Society by the Council of Graduate Schools of the United States as discussed in Chapter Five.

The Truman Commission thus referred to work experience in a very limited fashion. It did, however, emphasize the importance of any such program being supervised by educators and also tied the experience to professional career development rather than financial aid. The Commission summarized its views on graduate preparation of educational personnel in words that have great contemporary applicability:

> The serious problems which confront higher education today only foreshadow the even greater problems of the years ahead. Accelerating social change, increasing demands for world citizenship, pyramiding technological developments, greater emphasis upon ethical ideals--all create demand for qualities in faculty personnel now too rare on college and university campuses.[5]

Over a quarter of a century later the Newman Report on Higher Education reiterated these concerns over staff development as did the American Association of Community and Junior Colleges, the Group for Human Development in Education and other important study groups.

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[5]Ibid., p. 61.

The Eisenhower Committee on Education Beyond the High School

The Second Report to the President appeared in July of 1957 and was President Eisenhower's response to similar concerns which led to the Truman Commission Report ten years earlier. The President's Committee on Education Beyond the High School was charged with three tasks: "to lay before us all" the problems of education beyond the high school, "to encourage active and systematic attack" on the problems, and "to develop through studies and conferences, proposals in this educational field."[6] In its early findings the Committee found education at the postsecondary level challenged by an enrollment explosion and increasing demands for better educated manpower to meet increasingly complex technology. One of the more interesting aspects of this report is the statement by the Committee concerning the "dramatic strides being taken by the Soviet Union in post-high school education."[7]

The Second Report addressed itself to several priorities including the projected teacher shortage, the availability of educational opportunity to all regardless or race, creed, etc., more effective use of existing facilities with additions as necessary, expansion of financial resources and the obligations and responsibilities of the

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[6]The President's Committee on Education Beyond the High School, Second Report to the President (Washington, D. C.: Government Printing Office, 1957), p. IX.

[7]Ibid., p. 1.

Federal government toward higher education.

Work experience programs were considered primarily as financial aid vehicles by the Committee. Calling them "Work-Study" or "Self-Help" programs, the report advocated a greatly expanded on-campus work experience endeavor financed by the Federal government. At least four advantages were foreseen: 1) it would contribute to the growing need for student financial assistance; 2) it would enable institutions to obtain the benefits of useful and needed work which they cannot now afford; 3) it could be applied equally as well to private as to public institutions without raising the legal issue of "church-state" relations; and 4) in areas of labor surplus, it would help keep students from competing with the local labor force.[8] This last advantage is not surprising given the limited understanding many educators and laymen have of co-op programs. The forecasts for needed highly trained and skilled professionals in the technical fields were emerging in 1957, but yet the advantages from practical work experience for students were overlooked.

The 1957 President's Second Report did not have the impact that the Truman Report had earlier.[9] Perhaps this

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[8]Ibid., p. 52.

[9]Mayhew's analysis of the Carnegie Commission reviews many earlier studies and provides short but revealing comparisons. Another more thorough review of earlier works may be found in David A. Trivett, Goals for Higher Education: Definitions and Directions (Washington, D. C.: American Association for Higher Education, 1973).

was due to the fact that the addressees were "interested laymen and busy administrators . . . [rather] . . . than . . . the professional educator."[10] For our purposes it can be said that the Committee chaired by Devereux C. Josephs did mention work-study by name and was certainly a forerunner encouraging the federal interest and participation in cooperative education.

The Kerner Commission

To list all the various references to cooperative work experience programs is a demanding chore. The table of contents would expand daily as new reports and studies are released or older ones are revived. In many large and widely disseminated works one can unsuspectingly find direct reference to cooperative education or distant ramifications further enhancing its broad applicability and potential usefulness as an educational vehicle.

The Kerner Commission or Report of The National Advisory Commission on Civil Disorders is an example of the serendipity to which we are referring. Established under Executive Order 11365 in July of 1967, the Commission was charged by President Johnson to find ". . . a profile of the riots--of the rioters, of their environment, of their victims, of their causes and effects."[11] Provoked by the

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[10]Richard G. Axt, "The Josephs Report - Toward a Federal Policy in Higher Eduation," Educational Record 38 (October 1957): 292.

[11]The National Advisory Commission on Civil Disorders, Report of the National Advisory Commission on Civil Disorders (Washington, D. C.: Government Printing Office, 1968), p. 296.

summer violence of 1967, especially in Newark and Detroit, the Commission surveyed 24 disorders in 23 cities and attempted to identify the prime components of the "explosive mixture" which were behind the riots and disturbances. Out of this analysis and description emerged a major goal: the creation of a true nation--a single society and a single American identity.[12]

The Commission made many recommendations relative to employment, education, welfare, and housing for national action toward the objectives of a democratic and civilized society. In the area of education the emphasis was primarily on the ghetto schools with integration as the priority strategy. One means of implementing the strategies for improvement was to re-orient vocational education, emphasizing work-experience training and the involvement of business and industry. To imply that this particular recommendation was more than just one of many suggestions would be misleading; nevertheless, the following guideline was one of six articulated by the Commission for expanding opportunities for vocational education in secondary schools:

> Programs combining formal instruction and on-the-job training through use of released time: The Advisory Council [Advisory Council on Vocational Education established by the Vocational Education Act of 1963 to evaluate the Act] found that these programs, which provide students with jobs upon completion of the course, are the best available in the vocational educational field. They consistently yield high placement records, high

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[12]Ibid., p. 11.

> employment stability and high job satisfaction. The most important factor in improving vocational education is that training be linked to available jobs with upward mobility potential. To accomplish this goal, the active cooperation of the business community in defining job needs and effective training practices should be fully engaged. Consideration should be given to releasing students to attend pre-training Opportunities-Industrialization Centers.[13]

Consistent with many other reports of that time and later, the Kerner Commission endorsed greater federal involvement and funding to make vocational education, "work-training," and other programs more available to disadvantaged students. The suggestions were made relative to pre-school, elementary, secondary and higher education.

Report of the White House Conference on Youth

The White House Conference on Children and Youth was created by President Nixon in 1969 to "listen well to the voices of young Americans--in the universities, on the farms, the assembly lines, the street corners."[14] The first White House Conference on Youth was held in Estes Park, Colorado, in 1971 and its Report is another example of a surprising but high yield endorsement of cooperative education. More than 1,480 delegates met in the serenity of the Rocky Mountains and were divided into ten subject areas with

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[13]Ibid., p. 11.

[14]The White House Conference on Youth, Report of the White House Conference on Youth (Washington, D. C.: Government Printing Office, 1971), p. 1.

approximately 50 adults and 100 youth on each task force.

The basic themes emerging from the conference as interpreted by the National Chairman, Stephen Hess, were: 1) Greater involvement by youth in the decisions that affect their lives; 2) community control and participation in all programs; 3) an end to all discrimination, racial or otherwise; 4) the freedom of all human beings conscientiously to choose their own way of life when their choices do not limit or harm this right of others; 5) humanization in all aspects of life; and 6) humanitarianism.

The report itself is a volume of statements and resolutions by the delegates as a whole. Several topics have direct reference or implications for cooperative education. The first is under the heading, "National Service and Service-Learning Program," wherein the conference endorsed the concept of "service-learning [programs] which are designed not only to meet pressing local needs, but which also promote the educational growth of those who serve.[15] Specifically the delegates wrote in the context of alternative forms of national service similar to the Urban Corps and College Volunteer programs:

> Service-learning is a relatively new idea. It links school and community. It is like the work-study or cooperative education programs in which students work part-time, or leave school for periods of work, then return for more study. But the number of part-time jobs is limited; whereas, there are almost unlimited service jobs, as tutors,

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[15]Ibid., p. 23.

> aides in health centers, mental institutions, day care centers, drug abuse and environmental programs, as parole officer assistants, and as interns in government agencies. But whether the program is paid work-study or unpaid service-learning, the objectives and the processes are much the same. Work service is considered as much a part of education as studies in school or college. Academic credit is given for what a person learns. Students, teachers, and job supervisors agree on what is to be learned by the work or service and by what criteria success will be measured. For example, work in drug programs may include precise learning objectives in chemistry, sociology, or the law.[16]

One of the final recommendations thus emerged in these words:

> 1.2c We further endorse an expansion of service-learning and work study opportunities in high schools and colleges. Specifically, we call for programs of part-time or temporary service which have precise learning objectives and for which appropriate academic credit can be given.[17]

The Task Force on Economy and Employment plunged directly into the need for more relevant and flexible preparation curricula in both secondary and higher education. The delegates approved a motion calling for more integration of academic and vocational education curricula in order to meet the specialized needs of certain groups in society. The term "cooperative education" is mentioned in relation to secondary programs:

> 3.1c The ability of high schools to offer students curricula relevant to current going needs will be greatly enhanced by increased

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[16]Ibid., p. 26.

[17]Ibid., p. 27.

> involvement of employers in development of the school curriculum. Also, students' ability to move into work upon leaving school will be greatly enhanced by initial participation in work. Accordingly, stress should be placed on development of cooperative education and work-study programs which will simultaneously provide students with useful part-time and summer employment experience in employment relevant to their career aspirations, where possible, and close involvement of employers with the school system.[18]

Concerning the implementation of these proposals, the delegates admitted that "cooperative education--while having some success--remains largely in a developmental stage."[19] This is still true, in the view of many, at all levels even with the benefit of millions of dollars in institutional aid for development and expansion of co-op programs in colleges and universities. One of the reasons for this level of development is the attitude of many educators and co-op coordinators toward the academic benefit of work experience. The Task Force on Economy and Employment exhibited many of the same weaknesses readily apparent in the co-op literature. The writers referred to the benefits of practical work experience as "recognized and accepted" but not proven. They asserted that classwork becomes more relevant, career planning easier, dropout rates decrease, student income grows and responsibilities and self-discipline are enhanced, but the paucity of convincing research still exists.

[18] Ibid., p. 51.

[19] Ibid., p. 52.

The Task Force on Education strongly endorsed the concept and implementation of experimentation and innovative systems at all levels of study. They also called for industry and the professions to help "further equality of educational opportunity and the equality of educational result."[20] To do this firms and organizations must:

a) seek more from the educational process than simple performance of in-service training . . .

b) provide more internships, work-study opportunities so that students will work with successful professionals and firms . . .

c) continue efforts with government cooperation to assimilate and provide suitable employment for youth.[21]

Actually the Task Force recommendations in the educational area read like a review of Newman, The Commission on Non-Traditional Study, and parts of the Carnegie Commission reports yet to be reported in this paper. The group recommended individualized instruction, alternative delivery systems, greater financial support for students, alternative methods of evaluation, increased interface between school and community, staff development and so on. While much of the writing was unsupported by research and some was highly idealistic, the imagination and enthusiasm of the contemporary student generation is quite evident. There is no apparent disdain for valid work experience as an integral part of the academic process.

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[20]Ibid., p. 84.

[21]Ibid., p. 85.

As we have seen, cooperative education was mentioned frequently and favorably by the participants in the White House Conference on Youth. We thus have examples of youth themselves endorsing the co-op idea; whereas most of the literature and research is by learned commissions or venerable professionals.

The Scranton Commission Report

The President's Commission on Campus Unrest was established on June 13, 1970, to investigate and report on university dissention and violence which culminated in the tragedies at Kent State University and Jackson State College. It was probably the most publicized and widely read of all student protest examinations. Also referred to as the Scranton Commission after its chairman, William W. Scranton, the Commission forwarded its findings to President Nixon in September of 1970.

The report declared the term "campus unrest" was clouded by semantic misunderstandings. Protest in and of itself is part of our democratic as well as academic heritage. The Commission therefore called for protection of peaceful, orderly, and lawful protest, but swift legal action for violent and terroristic protest. The twofold crisis on American campuses was resulting in a crisis of violence and a crisis of understanding. The Commission feared new violence and growing enmity.[22]

[22]U. S. President's Commission on Campus Unrest, Report (Washington, D. C.: Government Printing Office, 1970), p. x, p. 2.

Campus protests seem to be focused on three major questions: racial injustice, war, and the university itself. This third area of disquiet is of most interest for application to the central theme of this monograph. The seriousness of all these problems was reflected in the Commission's fear that such crises of understanding and violence, if the matters sustain themselves, threaten the very survival of the nation. The Commission urged reconciliation and recommended specific actions for the president, government, law enforcement, the university and students. In general these recommendations pleaded for moderation but firm moral leadership, commendation for public officials but restraint by law enforcement, and strengthened disciplinary processes with continued endorsement of legitimate academic freedom.

Concerning higher education in particular, the nine members recommended that:

> [The] university, and particularly the faculty, must recognize that the expansion of higher education and the emergence of the new youth culture have changed the makeup and concerns of today's student population. The university should adapt itself to these new conditions. We urge that the university make its teaching programs, degree structure, and leave policies more flexible and more varied in order to enhance the quality and voluntariness of university study.[23]

After this opening with supporting specific recommendations, the text of the report moves to such topics as the history, development, and causes of student protest in

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[23]Ibid., p. 13.

the 1960s. It is pertinent to note that the Commission sees clear distinctions betweeen white student protest movements and those of other student minorities, particularly blacks. They have much in common but are "nevertheless fundamentally different in their goals, their intentions, and their sources."[24] Despite the intensity of these groups, attention on war, race, and the shortcomings of higher education, the Commission credits an emerging youth culture with the deeper cause of protest.

Many Americans view unrest and protest as a problem that derives from some moral failing on the part of an individual or group. The Commission believes this attitude leads to adoption of single cause explanations for tension which it summarily dismisses. Such oft quoted causes are outside agitators, pressing and unresolved socio-economic-political issues, breakdown of law and order, and so forth. Basically, unrest is not a problem but merely a specific pattern of opinion and expression. The challenge from the rest of society to student groups on various issues was like fuel to a flame, as students formulated their own philosophical positions and commitments. The conditions of protest (war, racism, etc.) were not new but the emergence of these conditions as issues in the protestors' eyes led to unrest.

> Clearly, whatever it is that transforms a condition into an issue lies in the eyes of the beholder--or, more precisely, in his

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[24]Ibid., p. 51.

> opinions and perceptions. The emergence of these issues was caused by a change in opinions, perceptions, and values, that is, by a change in the culture of students. Students' basic ways of seeing the world became during the 1960s less and less tolerant of war, of racism, and of the things these entail. This shift in student culture is a basic--perhaps the basic--contributing cause of campus unrest.[25]

The Commission developed a biographical sketch of this new youth culture and concluded the development of this culture itself was not a problem to which there was a solution. It was rather "a mass social condition, a shift in basic cultural viewpoint."[26] Much of the impetus for this shift derived from the changes in form and function of the American university. Many writers have explored this degradation of the academic dogma[27] wherein higher education once existed for the pursuit of knowledge only.

Now higher education has become a public service industry seeking not only to provide society with a trained labor force, but to solve various social problems. Understandably this creates in the eyes of the students the image of the university as a direct extension of the adult world with teaching a secondary mission.[28] Combined with the expansion of the postsecondary education of all forms and

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[25]Ibid., p. 61.

[26]Ibid., p. 69

[27]See Robert Nisbet, The Degradation of the Academic Dogma: The University in America, 1945-1970 (London: Heineman Educational Books, Ltd., 1971) for one of the most interesting analyses and discussions of the changing role of colleges and universities.

[28]President's Commission, Report, p. 70.

the decreasing value of the traditional degree, the Commission saw additional complications because the student is an adult physically, psychologically, and now legally. Still, however, the student is dependent upon the adult world financially but not yet a participant in the real adult world of work. This ambivalence created tensions and frustrations according to the Commission.

In the opinion of the Scranton Commission the shortcomings of American colleges and universities themselves thus led to the growth of campus unrest. A lengthy discourse devoted to university reform proved the first reference to work experience programs as one ameliorating alternative in the college curriculum. It was recommended that institutions should "consider providing field work and other 'real world' experience in conjunction with regular academic work in the social sciences and the arts."[29] This was offered in the context of the university's service obligation to the local community along with suggestions for community cooperation and participation in institutional planning and programs.

The Commission also viewed work experience programs as a means of adding flexibility and relevance to higher education. To offset the presence of reluctant attendance:

> Universities should consider . . . ways to eliminate the stigma attached to "dropping out." Students who have doubts about their higher education, or who are preoccupied

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[29] Ibid., p. 194.

> with personal or political matters, should be given every opportunity to take extended leave of absence, with guarantees of readmission and renewal of financial aid.
>
> Universities might also consider establishing work-study programs which can offer meaningful experiences for some students, better financial arrangements for others, and perhaps, better use of scarce resources and facilities for the university as a whole.[30]

The Scranton Commission Report was overlooked by many proponents of the cooperative education movement. That is unfortunate because it adds another dimension to the potential return to institutions providing supervised work experiences as educational options. It is presumptuous to contend that co-op programs will prevent violence or protest or unrest, but it is possible that co-op programs can help mitigate that ambivalence over the student's relation to the adult world of work. Cooperative education can also be a means of providing community services and adding relevance to the curriculum. When properly planned, coordinated, and related to institutional objectives, cooperative education can assist university reform as well as serve the needs and aspirations of the new youth culture.

The Newman Reports

In March of 1971, the Report on Higher Education was issued by the U. S. Office of Education. The report was the work of a task force appointed by then Secretary of Health, Education, and Welfare, Robert Finch. It was

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[30]Ibid., p. 198.

composed of nine professionals from throughout the United States and chaired by Frank Newman of Stanford University. This report was considered by Change Magazine to have "aroused more widespread interest than any similar effort in the modern history of American Higher Education."[31]

Newman was charged by Secretary Finch with looking at the difficulties and problems confronting higher education in the next decade. In carrying out its charge, the Task Force decided to concentrate on stating what the problems in higher education are and what general directions should be taken. This report is most significant since it has a direct bearing, not only on cooperative education, but other forms of off-campus education as well and their utilization in enriching higher education for students in the United States. Despite the fact that much of what was recommended in the report may be difficult to implement because of economic restraints, Newman addressed the problem and issues in frank terms.

Newman's Task Force pointed out that "isolation" is a problem of particular significance, both to students and faculty, in higher education. Sutdents may become dependent on the "academic atmosphere" since it is the only life they know. Another consequence of isolation is that most

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[31]Frank Newman, "A Preview of the Second Newman Report," Change 4 (May, 1972): p. 28. The reference quoted is contained in an introduction to Newman article written by Change Magazine staff.

young people in college have no firsthand knowledge of any occupation save that of being a student. Much of the student's concern over the lack of relevance can thus be attributed to this isolation. In fact, says Newman, students who are concerned over a lack of relevance often do not have sufficient experience to determine whether courses are relevant or not.[32]

The problem is compounded, according to the Task Force, by the lack of outside experiences of college faculty and staff:

> There was a time when most of the faculty could be counted on to provide students with a perspective that extended beyond the campus. No longer is this the rule. And loss of such perspective reinforces the isolation of the academic community.[33]

The isolation of faculty and students which, according to Newman, often results in a somewhat nebulous concept of relevancy has definite implications for cooperative education. In fact, the Task Force stated explicitly that "both students and faculty need more experience away from the campus."[34] Throughout the report the Task Force identified cooperative education and other work experience programs, i.e., internships, work-study, etc., as a means of accomplishing its recommendations and working toward solving

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[32]The U. S. Office of Education Task Force on Higher Education, Report on Higher Education, (Washington, D. C.: Government Printing Office, 1971), p. 4.

[33]Ibid, p. 5.

[34]Ibid., p. 6.

the problems of higher education. The Task Force affirmed that "sense of purpose, enjoyment of studies, appreciation of relevance and ability to make career choices all improve with off-campus experience."[35] Such a sweeping endorsement of off-campus experiences should serve to stimulate interest and support from every segment of the education community as well as the society at large.

Considerable attention was given by the Task Force to the subject of "access" to higher education. Of particular concern was the fact that arbitrary barriers to entry and re-entry exist not only for students of traditional "college age" but especially for persons beyond "college age." Circumstances such as geographic location of colleges, rules of maximum age for beginning undergraduate programs, requirements of previous tests and grades, etc. have made entering and re-entering higher education especially difficult for many students. In discussing this problem, the Task Force recommended ease and flexibility of access to higher education so as to provide younger students the opportunity to gain experience and those already engaged in activities outside the academic community to return periodically. Their support saw this as desirable since: students entering college with outsdie experience strengthen their motivation and increase their ability to choose relevant courses in instruction.[36] This idea has long been

[35] Ibid., p. 7.

[36] Ibid., p. 67.

a contention of professions in the field of cooperative education. Expansion of cooperative programs assist in increasing the flexibility of college attendance by encouraging a steady flow of students between the academic community and various segments of the larger society. Co-op experiences increase student awareness of the relevancy of the academic program and afford a realistic basis for decisions related to selection of courses. The Report in suggesting possible solutions to this problem stated, "Educational internships in government, industry, and social services, cooperative education programs, work-study programs, and the like should be greatly expanded . . ."[37]

In what the Report termed "professionalization of learning" there was noted a problem which has particular significance for off-campus programs in general and cooperative education in particular. The point is made that the excellence of U. S. universities and faculties and their contributions to the nation's growth has been at the expense of millions of individuals seeking education. While such a statement may seem paradoxical Newman explains the basis for it:

> While the population seeking higher education is becoming ever more diverse--in class and social background, age, academic experience, and ability--our colleges and universities have come to assume that there is only one mode of teaching and learning--the academic mode.[38]

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[37] Ibid., p. 68.

[38] Ibid., p. 17.

Based on this premise the Report relates that after World War II colleges and universities strained to recruit Ph.D.'s which promoted the professionalism of faculties. Such professionalization created a circumstance in which faculty loyalty tended to be to professional guilds and academic disciplines rather than to institutions. The result is often that the faculty develops a strong bias toward acquisition of theoretical knowledge, and courses tend to be taught as if development of theoretical knowledge were the only proper business of liberal education. A further effort of professionalization, according to Newman, was "methods" of undergraduate education.

> These faculties assume that their students will learn best the way they themselves learned best--by sitting in class, listening to professors, and reading books. All too infrequently is an undergraduate course organized or taught on the assumption that students might learn best through subjective or practical experience.[39]

But according to the Task Force,

> For many students, simply sitting in class and consuming the words and wisdom which college faculties produce is not a productive format for learning. For one thing, they have a very difficult time identifying with the professor in the front of the room. For another, many students learn best through involvement in concrete situations and practical tasks. This does not mean that such students are vocationally oriented--some are, some are not. It means that their preferred medium for learning is not an abstract issue but a concrete problem, and the knowledge to be gained is subjective as well as objective.[40]

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[39] Ibid., p. 19.

[40] Ibid., p. 20.

Problems associated with "professionalization of learning" boil down to a matter of how to provide effective learning situations for the greatest number of students. Cooperative education is a medium for providing "concrete situations" which the Task Force stated are best for some students. Internship programs, work-study scholarships and apprenticeship programs may provide students with attractive opportunities outside the academic world. Many young people are discouraged from entering college simply for a lack of a better alternative.[41]

Newman's Report on Higher Education in 1971 was followed in 1973 by The Second Newman Report: National Policy and Higher Education. The 1971 Report was designed to "characterize problems [of higher education] from the perspective . . . of an independent group, privately financed and acting in the public interest." The Second Report was charged to ". . . recommend some specific ways in which the federal government could address the problems the task force had identified."[42] A substantial portion of the Second Report was devoted to a review of problems identified in the original Report with conclusions summarized in fifteen proposed recommendations.

After recommending, first, that federal aid "wherever feasible . . . flow to students rather than

[41]Ibid., p. 76.

[42]The U. S. Office of Education Task Force on Higher Education, The Second Newman Report: National Policy and Higher Education, (Cambridge: The MIT Press, 1973), p. VII.

institutions," the Task Force stated:

> We believe that greater exposure of students to the productive activities of society outside schooling would help make college opportunities more valued and increase the ability of students to profit from the classroom experience. Accordingly, we recommend that federal government place increasing emphasis on work-study and internship forms of student aid funding, and undertake new efforts to upgrade the jobs in these programs into significant productive experiences. Specifically, we recommend that 20% of work-study funds be allocated on an incentive basis to institutions willing to upgrade the work component into a significant learning experience.[43]

The implications of this recommendation for cooperative education are substantial. First, the Task Force suggested that exposure of students to "outside" experiences would enrich classroom experience. The Task Force recommended the federal government provide a percentage of work-study funds on an incentive basis to institutions in order to upgrade the work component into a "significant learning experience." In addition to the academic or learning aspects of cooperative education, the Task Force recognized and recommended its utilization for addressing other broader societal problems, namely expansion of women's participation in higher education and the life of society. In this regard the Task Force stated:

> we believe . . . continued progress will necessitate greater reliance or financial assistance programs (e.g., work-study, cooperative education, graduate fellowships, and internships) which can open access to new careers and professions . . .[44]

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[43] Ibid., p. 145.

[44] Idib., p. 110.

Newman himself, writing in Change Magazine, hoped the reports would aid in developing "a permanent state of debate within higher education" and that there would be a recognition on the part of our institutions [of higher education] "that each is a crucial part of society and that their function is to serve that society."[45] Harold Hodgkinson, on the other hand, maintained that creating sufficient debate at the campus level to bring about change and diversity is "probably the Newman Task Force's weakest showing." Even so, he contended the Newman Group "has had more impact with fewer dollars than any other educational commission."[46] While it is clear that Newman generated a variety of proponents as well as critics of his proposals, both reports had substantial impact on cooperative education and other occ-campus programs. by highlighting their potential to assist in the transition of higher education from its traditional shortcomings to serve non-traditional needs

Summary

It is evident that those persons representing the federal government point of view in the foregoing reports support the expanding role of cooperative education as a viable component of U. S. higher education. It is at the same time observed that the intensity and degree of support

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[45]"A Preview of the Second Newman Report," Newman, p. 34.

[46]Harold L. Hodgkinson, "Reflections of the Newman Commission," Change 4 (May 1972), pp. 35-37.

has grown steadily since Truman issued his First Report. From the vantage point of governmental involvement, as a source of financial support, it is clear that cooperative education has achieved a high degree of acceptance and stature as a part of American higher education. From financial aid to a means for quieting unrest to an integral part of the academic experience, cooperative education has evolved to its present status of respectability (or at least lip service to that status).

CHAPTER FOUR

Socio-Political Context from Private Perspective

The stimulus to expand cooperative programs in post-secondary institutions resulted not only from political and/or governmental pressures but from various other pressures. Private agencies and institutions have been and continue to be busily engaged in activities which are exerting an influence on the educational community to modify its traditional offerings, to better address itself to the needs and desires of students and society. Historically, such attempts have not always been met with a highly favorable response from the established educational community. It is readily apparent, however, that a broad base of acceptance of cooperative education and other work experience programs is a reality. The present state of affairs in this regard owes much to men like Herman Schneider, Charles Kettering, and others. In addition, the influence of the Carnegie Commission, The Commission on Non-Traditional Study, and others have also played an important role.

Charles F. Kettering and Cooperative Education

Among the most prominent individuals who were early supporters of cooperative education was Charles Kettering, Research Director of the General Motors Corporation and

Chairman of the Thomas A. Edison Foundation. Kettering became acquainted with the concept of co-op from Schneider himself and provided support for Schneider's program in the early 1900s. Kettering later served on the Board of Trustees of Antioch College where his acquaintance with co-op was further expanded. In 1956 Kettering attended the fiftieth anniversary celebration of cooperative ducation at the University of Cincinnati. Stimulated by the events of this meeting, Kettering sponsored many meetings, seminars, and studies in the late 1950s which began to bring cooperative education to national prominence as a valid educational alternative to traditional classroom learning.

Two of the highly outstanding contributions resulting from the influences of Kettering were: 1) the underwriting of a national study on cooperative education conducted by Wilson and Lyons in 1961, (this extensive study was designed to investigate and verify, if possible, the benefits attributed to participation in cooperative education programs) and 2) the establishment of the National Commission for Cooperative Education in 1962. Ralph Tyler was selected commission chairman and George Probst was selected as executive director. The specific purposes of the National Commission were to give direct assistance to institutions planning to establish programs of cooperative education and to disseminate information about cooperative work programs to the public and private business and industrial communities.

In its twelve years of existence, the Commission has been instrumental in promoting cooperative education on a national scale. Employer seminars on co-op involving some of the nation's largest and most prestigious companies have been held in major cities across the country. The Commission has also played a substantial role in the development of federal funds to support cooperative education.

The Cooperative Education Association

The Association of Cooperative Colleges, founded in 1926 as an independent organization, in 1960 became the Cooperative Education Division (CED) of the American Society for Engineering Education (ASEE), then known as the Society for the Promotion of Engineering Education. In the early 1960s it became apparent that large numbers of institutions were establishing co-op programs outside the technical engineering field. Pressure began to develop from many sources to create an organization that would provide a forum for ALL persons interested in cooperative education. In response to the interest in such an organization the officers of the Cooperative Education Division of ASEE proposed a new structure at its 1963 mid-winter meeting in Tampa, Florida. The Cooperative Education Division Executive Board gave its official endorsement to the idea of an independent association at a special meeting in Detroit in April of 1963, followed closely by the endorsement of the National Commission for Cooperative Education. In June of

1963, an invitational meeting was held in Philadelphia, Pennsylvania, at which time committees were formed to handle details of developing the organization. Slightly over three months after the Philadelphia meeting, September 18, 1963, the Cooperative Education Association (CEA) officially came into existence. In April of the following year, 114 persons attended the charter meeting of the Cooperative Education Association. The Association has held an annual meeting in conjunction with the Cooperative Education Division of ASEE every year since 1963. Membership in the CEA presently numbers approximately 1000 individuals, companies, students, and institutions. The broad base of the CEA and its national annual conferences have been a primary medium for informing employees and institutions about the potential of co-op programs.

The Hazen Report

The period of campus demonstration and unrest of the late 1960s and early 1970s motivated several reports and studies attempting to analyze causes, cures, and consequences of student protest. These published studies are a combination of value judgments, empirical reports, political reaction, and theoretical analysis. Some were political documents and should be read with that reality in mind. Others were written with a particular institutional focus, e.g., the University of California at Berkeley, but have application to all of higher education.

Threaded through all of these reports are strong endorsements for more flexibility and "relevance" in collegiate curricula and the academic calendar. On these two themes alone can be formulated strong cases for off-campus work or other experience opportunities. Examination of the many proposals would suggest that cooperative education can function as a natural safety valve for campus tension and unrest. This certainly has not been proven and seems contrary to the primary motivation for student work programs. To bridge the gap between the campus environment with its unique customs and traditions and the adult world of work is certainly a valid objective for cooperative education; but to serve as a release mechanism without any other educational or academic value is confusing effects with purposes. If cooperative education has the effect of arresting tension through an interface with the adult world of work, then the effects are laudable. It cannot be said on those grounds alone, however, that the educational objectives of properly coordinated work experiences have been accomplished.

The first of these "dissent" publications considered is the Hazen Report, The Student in Higher Education, which was sponsored by the Hazen Foundation in 1968 and guided by Joseph F. Kauffam, Dean of Student Affairs at the University of Wisconsin. Its primary concern was the personality development of the student and it made several recommendations asking the college to assume more conscious responsibility toward that end. Its "demands" were based on the

assumptions that educational procedures rarely take advantage of what knowledge is known about human development and that the "national conscience" realizes more is possible than is being done in higher education.

In recommending educational programs to serve and strengthen the "new students" in colleges and universities, the Committee on the Student in Higher Education advocated serious consideration for integrating a program of volunteer service with academic and educational experiences. This is ostensibly a return to the Peace Corps era idealism of the early sixties inspired by President Kennedy. The Committee also called for more flexible arrangements for spending the required time in college.

> Even though 60 percent of American students do not graduate from the college in which they enroll after leaving high school, colleges have shown little willingness to give and make students feel free to take time off to work for brief periods or to engage in service, either in this country or abroad.[1]

The time taken away from the classroom was likely, in the Committee's opinion, to enhance student development and increase their interest in professional training. The Committee reached its opinion on the basis of the following characteristics it identified with the college students of that time:

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[1]The Committee on the Student in Higher Education, The Student in Higher Education (New Haven, Connecticut: The Hazen Foundation, 1968), p. 65.

1. The [contemporary] college student feels strongly the need to belong but is profoundly skeptical about most of the organizations he encounters, particularly an organization that claims to offer him an education.

2. The new student is generous and idealistic in his own fashion but is frequently fearful of any long-term commitment to social service may destroy his idealism and thwart his freedom.

3. Because of his doubts about himself, about organizations, and the possibility of faith and commitments, the new college student has a tendency to be suspicious and distrustful of the administration, and to a lesser extent, the faculty of his college.

4. Students are seeking enduring commitments but are skeptical about the ideologies and orthodoxies that clamor for their loyalty.

5. Because of their suspicion about formal ideology, the new students turn to human relationships as the source of most of the purpose and meaning they seek in their lives.

6. The new students, for all their apparent poise and sophistication, are frequently hesitant and uncertain.

7. Students come to college with a great deal of excitement and willingness to do the work demanded of them, but their expectations and performance usually decline very rapidly during the first months of the freshman year.

8. Most students apparently expect that the college years will mark the definitive end of their dependence on their parents.[2]

The Hazen Report concluded by reinforcing its interest in improving American higher education through more attention to human development. This report, the most abstract of the various publications of the era of student

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[2]Chapter II of the Hazen Report, pp. 20-25 elaborates on each of these characteristics and is well worth reading.

dissent, contains less direct reference to cooperative education than many. It is prominent, however, in that it articulates concern for total personal development and refers to the part off-campus experiences play in that development.

The Carnegie Commission on Higher Education

The Carnegie Commission on Higher Education (CCHE) produced literally a library of research, value judgment, and descriptive analysis relative to higher education in the United States during its eight year existence. Any attempt to review current thinking about cooperative education would be incomplete without citing some of the CCHE publications.

Referral to the Carnegie Commission, Newman, the Commission on Non-Traditional Study, etc. have been frequent in workshops and conferences for those interested in cooperative education. Still, for many busy co-op professionals, CCHE is just another reference and nothing more. In the remaining pages of this chapter we hope to provide a brief overview of some of the 22 major commission reports, 66 sponsored studies, and 19 technical report which reveal specific statements or inferred principles applicable to cooperative work experiences.[3] While the reports are

[3]For a paragraph summary of each of the CCHE sponsored publications, see the special feature, "Change's Guide Through the Carnegie Commission," Change, 5 (November 1973), pp. 32a-32h.

presented in chronological order as issued by the Commission, some of them obviously have greater import for work experience programs than others.

Quality and Equality

The first policy statement issued by the Carnegie Commission was Quality and Equality: New Levels of Federal Responsibility for Higher Education. The main theme of this 1968 report was greater federal involvement in confronting the critical problems facing higher education. As with many succeeding reports, the Commission recommended increased federal funding in the form of various student aid programs and non-categorical supplemental grants directly to institutions.

Although there are no direct references to traditional cooperative educational experiences, this first of a library of CCHE reports endorses quite strongly the philosophy of federal work-study programs. One of the specific recommendations of the Commission's program of student aid is stated:

> Basic grants supplemented by work-study payments should be scaled to differing educational expenses in the lower division, upper division, and graduate years.[4]

Emphasizing that work-study is one of the most valuable forms of student aid, the Commission urged

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[4]The Carnegie Commission on Higher Education, Quality and Equality: New Levels of Federal Responsibility for Higher Education (New York: McGraw-Hill Book Company, 1968), p. 17.

incorporation of work experience in any federal program to assist students. Also recommended was the establishment of a doctoral fellowship program with half the awards based on national competition and the other half left to institutional discretion. Any student holding a fellowship would be required to hold a teaching assistantship as part of his degree program. It is assumed but not clarified by the report that this assistantship would be a one-term endeavor. Although certainly not a traditional co-op experience, it is again endorsement of some form of work experience, this time in the graduate programs.

In 1970 the Commission reissued Quality and Equality with revised recommendations concerning particular elements of the various programs, funding levels and priorities previously discussed. The Commission encouraged allocation of increased resources "to those efforts that lagged behind in the last decade: increasing equality of educational opportunity, education for the health services, and academic reform and innovation."[5] CCHE specifically recommended an increase in funding for the Educational Opportunity Grants so that all college students with legitimate need could attend the college of their choice. Again, the Commission strongly endorsed the work-study program and encouraged "off-campus" assignment of educational importance.[6] In

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[5]The Carnegie Commission on Higher Education, Quality and Equality: Revised Federal Responsibility for Higher Education (New York: McGraw-Hill Book Company, 1970), p. 1.

[6]Ibid., p. 6.

this report the primary purpose of work experience in the student's program is obviously financial aid, except in the unclear references to off-campus assignments of educational importance mentioned above. In other later reports, (Less Time, More Options; Reform on Campus; A Chance to Learn; MEUR; etc.) CCHE suggested work experience, sandwich programs, or cooperative education as an element of academic reform, innovation, diversity or relevancy. Most helpful would have been a consistent usage and a clear policy statement in view of current interest in cooperative education. Most damaging, however, was the implication that might be derived from the various CCHE reports that work experience is a panacea for all educational ills.

A Chance to Learn

A Chance to Learn was issued in March of 1970 and dealt with higher education's responsibility for ending racial discrimination and for enhancing educational opportunities for all American citizens. In meeting this responsibility, the Commission called upon higher education to maintain and improve a diversified system to accommodate larger numbers of students and an increasing diverse student population. In addressing the disparity of educational opportunity among various racial and other disadvantaged groups, the Commission pointed out:

> This under representation of . . . lower income families becomes progressively worse as the level or education progresses into graduate studies. . . Even though,

> according to the Commission of Labor Statistics, black enrollment in higher education rose more than twice as fast as total enrollments between 1964-1968, black enrollment was only one-half that of white students in 1968. Other minorities were even less well represented in higher education. . . There is a wide discrepancy in the percentage of students who attend college in various geographic areas of the U. S. For example, young persons in the Pacific Southwest attend college at twice the rate of those in the Deep South. . . Many persons who are considered to be beyond "college age" do not have an opportunity to attend college.[7]

The Commission suggested the path to higher education is often blocked as early as elementary school or even sooner. Prospective teachers, who must deal with desegragated schools with heterogeneous enrollments must have a genuine concern for the problems of and differences among students from a broad range of socio-economic and ethnic backgrounds. In achieving this application, CCHE recommended internships for prospective teachers which include out-of-classroom experiences with community agencies concerned with social work, public health, vocational education and law enforcement.[8] Cooperative education programs are an effective means of meeting the Commission's recommendations. It is especially appropriate to point to cooperative programs as a technique for putting prospective teachers in touch with heterogeneous classroom populations. CCHE stated

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[7]The Carnegie Commission on Higher Education, A Chance to Learn (New York: McGraw-Hill Book Company, 1970), pp. 2-3.

[8]Ibid., p. 6.

emphatically that the "need is clear"; whereas the method is not. Through specific, well supervised co-op assignments in situations requiring coping with problems associated with diverse classroom populations, future teachers would develop a competency level not previously achieved in traditional teacher training programs.

A Chance to Learn is the primary statement by CCHE concerning its stance on "universal access" and minority discrimination. Their reaction to the former is clearly egalitarian and the latter obviously integrationist.

The Open Door Colleges

The Open Door Colleges: Policies for Community Colleges, the fourth special report of CCHE, was issued in June of 1970. Its purpose was to discuss the role of the community colleges and propose policies for their future development. The intent of the Commission was "to blend into a coherent, overall policy the current practices and proposals which have greatest merit."[9] Yet, while the concept of the comprehensive community college is advocated (which normally encompasses general education, transfer programs for senior institutions, occupational programs, community services including adult education, and counseling and guidance), there is no mention of cooperative education relative to these various programs. CCHE overlooked or at

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[9]The Carnegie Commission on Higher Education, The Open Door Colleges: Policies for Community Colleges (New York: McGraw-Hill Book Company, 1972), p. 1.

least declined to mention an alternative educational program of great importance to this institution and its mission.

Less Time, More Options

Less Time, More Options, which Lewis Mayhew views as "doubtlessly intended to be one of the major policy statements of the Carnegie Commission,"[10] is of major importance to any discussion of the various Carnegie Commission reports as they relate to cooperative education. It, more than any of the other reports, points to the contribution work experience programs can make in affording students a variety of learning experiences, career opportunities, part-time study and life long learning. Four of the report's major themes reinforce the concepts of cooperative education and relate specifically to our own framework and perceptions of the value of work experience:

> Young people should also be given more options (a) in lieu of formal college, (b) to defer college attendance, (c) to stop out from college in order to get service and work experience, and (d) to change directions while in college.
>
> Opportunities for higher education and the degrees it affords should be available to persons throughout their lifetimes and not just immediately after high school.
>
> More educational and thus, career opportunities should be available to all those who wish to study part-time or return to study later in life, particularly women and older persons.

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[10]Lewis B. Mayhew, The Carnegie Commission on Higher Education, (San Francisco: Jossey-Bass Publishers, Inc., 1973), p. 83.

> Society would gain if work and study were mixed throughout a lifetime, thus reducing the sense of sharply compartmentalized roles of isolated students vs. workers and of youth vs. isolated age. The sense of isolation would be reduced if more students were also workers and if more workers could also be students; if the ages mixed on the job and in the classroom in a more normally structured type of community; if all members of the community valued both study and work and had a better chance to understand the flow of life from youth to age. Society would be more integrated across the lines that now separate students and workers, youth and age.[11]

The Commission stated that "it may be hazardous to have a student caste too separated from the realities of the world of work, too immune to the practicalities of actual accomplishment . . ."[12] Statements which have even more significance for cooperation education and other work experience programs are to be found in its specific recommendations in which CCHE urged:

> That service and other employment opportunities be created for students between high school and college and at stop-out points in college. . . We believe not only that all colleges should encourage prospective and continuing students to obtain service and work experience, but also that some colleges may wish to require it before admission and could, in fact, in appropriate instances grant credit for it toward completion of degree requirements.[13]

Referring specifically to cooperative education, the Commission also recommended:

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[11]The Carnegie Commission on Higher Education, Less Time, More Options (New York: McGraw-Hill Book Company, 1971), p. 4.

[12]Ibid., p. 10.

[13]Ibid., p. 13.

> That opportunities be expanded for students to alternate employment and study, such as the "sandwich" programs in Great Britain, and the programs at some American colleges. . . Programs . . . that combine work experience and formal study are increasing in number and should be encouraged.[14]

Up until this report, CCHE had described situations and identified problems to which their solutions incorporated no direct references to cooperative education. The only definitive exception was reference to the College Work Study Program in Quality and Equality. With the issuance of Less Time, More Options, we see the first emphatic mention of "cooperative education," sandwich programs, etc. Unfortunately, much attention also ends here despite inferences in succeeding publications. Less Time, More Options had much in common with Newman's Task Force, the recommendations of the Commission on Non-Traditional Study, and others.

New Students and New Plans

The major emphasis of New Students and New Places is to project enrollment in higher education to the year 2000 and to estimate how these projections might be affected by implementation of the many recommendations of CCHE. The Commission points out that enrollments in higher education have in the past doubled about every 15 years. Future projections were that enrollments will grow very slowly and in some cases actually decline.[15] Several recommendations

[14]Ibid., p. 20.

[15]The Carnegie Commission on Higher Education, New Students and New Places, (New York: McGraw-Hill Book Company, 1971), p. 1.

relative to enrollment bear on cooperative education. Among them was the statement that persons from minorities and the lower socio-economic groups need to be provided sufficient financial resources to overcome economic barriers to higher education. Simply making money available to these persons, reducing degree time, relocating campuses, expanding learning opportunities through technical devices, etc. does not address the basic problem faced by most minorities, and thus doesn't provide them with the greatest opportunity for success in higher education. For a majority of students from lower socio-economic backgrounds a much more basic problem of acclimating to a "foreign" culture exists. Quite often the "shock" of college life is far too great for such persons. In addition, the college milieu may "shelter" a person from much needed exposure to the environment or society outside the ivory tower in which one must function after graduation. Although not mentioned directly by CCHE, cooperative education not only will provide funds to encourage disadvantaged persons to actually attend college, but it provides them the chance to gradually "phase" into a segment of society that many disadvantaged persons have heard of but never experienced. CCHE further recommended that educational structures be loosened to allow young people to "stop-out" and adults to enter more readily.[16] Cooperative education can assist in facilitating such a

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[16] Ibid., p. 8.

recommendation since co-op programs tend to break down the barriers between schools and the business community.

The More Effective Use of Resources

Lewis Mayhew in his review, analysis, and critique of the Carnegie Commission refers to The More Effective Use of Resources: An Imperative For Higher Education (MEUR) as one of the most useful and definitive reports issued by this six million dollar study of higher education.[17] The report and its proposals are centered around the financial crisis in higher education and how to confront a recommended reduction of total institutional expenditures of nearly $10 billion per year by 1980. It should be noted that direct mention of cooperative education does not occur in MEUR.

In Chapter 4 of MEUR, the CCHE outlines proposal for acceleration and integration of programs. Current and proposed changes in degree structures as recommended in Less Time, More Options were cited as the most promising single avenue toward more effective use of resources.[18] One of these changes was a means of giving credit to students by examination for work accomplished outside the formal classroom. Also mentioned were more flexible patterns of student participation through deferred admissions and/or provisions for terms spent away from the campus. These references

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[17]Mayhew, Commission, pp. 45-46.

[18]The Carnegie Commision on Higher Education, The More Effective Use of Resources: An Imperative For Higher Education (New York: McGraw-Hill Book Company, 1972), p. 49.

were as close as CCHE came to endorsing aspects of the cooperative education philosophy in MEUR.

Reform on Campus

Reform on Campus: Changing Students, Changing Academic Programs proposed academic reforms which will in effect completely humanize higher education "in the sense (a) of being more accessible to more young people and (b) of being further adapted to the individual characteristics and attributes of its students."[19] The objective aspects of this report issued in June of 1972 were based on another CCHE technical survey involving some 160,000 faculty and students. Two changes desired by both faculty and students as manifested in this comprehensive survey have direct implications for cooperation education. Strongly desired by the respondents were the achievement of more "relevance" in the curriculum and to a lesser extent a system of required community service.

From these and the other articulations of student and faculty, CCHE makes the following recommendations:

> Diversity among institutions and within them should be a major goal of higher education, and one test of institutions and of their major segments should be how successful they have been in defining their special characters and how successful they are in achieving them. . . .
>
> Consideration should be given to establishing campus by campus a series of coherent options for a broad learning experience among which

[19] The Carnegie Commission on Higher Education, Reform on Campus: Changing Students, Changing Academic Programs (New York: McGraw-Hill Book Company, 1972), p. 1.

students may choose. . . .

> The curriculum as a whole should be reviewed, campus by campus, in consultation with high school leaders, to assess its broad relevance not only to appropriate student interests, but also to prior and subsequent learning experiences. . . .
>
> More opportunities should be created for students to gain community service and work experience.[20]

Although the Commission did not make direct mention of cooperative education, as is the case in many of its publications, it is not difficult to conclude endorsement of the basic tenets of work experience programs. Continuing elaboration of diversity and learning options open the door for cooperation education as well as other academic alternatives.

Toward a Learning Society

CCHE points out in Toward a Learning Society that too few young people now have contact with work . . . yet work is a tie to reality. Throughout the report, the Commission identified a variety of alternatives to learning and adjustments which existing institutions need to make to accommodate and incorporate learning options. In introducing its general objectives CCHE make an observation which is very important for all proponents of off-campus learning programs:

> We assume that there is an important distinction between learning experience and educational experience. Learning experience can take a variety of formal and informal forms. . . . but most individual learning experiences are

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[20]Ibid., pp. 40-59.

> isolated, unplanned, and unintegrated into any predetermined conceptual framework. The educational expense, on the other hand, is a coherent one, often requiring that the things that are taught are coordinated with the method and environment of institutions.[21]

In outlining its specific objectives CCHE attempted to identify a variety of sources which will assist the United States in achieving the goal of becoming a learning society. Two of these relate to cooperative education:

> Apprenticeship, interns, and inservice training will be used more widely than they are today to prepare persons for their life work in many professions, paraprofessions, and occupations.
>
> Local, state, and national governments will provide opportunities for persons to render public service through well organized programs and those who engage in national service will be able to earn financial benefits toward education in addition to their regular in-service compensation.[22]

Priorities for Action

In Priorities for Action, CCHE's final report, six action needs for higher education that demand most improvement were cited. They included: 1) clarification of purposes; 2) preservation and enhancement of quality and diversity; 3) advancement of social justice; 4) enhancement of constructive change; 5) achievement of more effective governance; and 6) assurance of resources and their more effective use.[23]

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[22] Ibid., pp. 93-96.

[23] The Carnegie Commission on Higher Education, Priorities for Action: Final Report of the Carnegie Commission on Higher Education (New York: McGraw-Hill Book Company, 1972), p. 23.

Cooperative education can very easily be a medium of means for accomplishing the priority needs assessed by CCHE. Unlike many other academic programs, valid work experience enhances innovation and diversity, has the potential for effecting maximum use of resources, and provides an integration with society to help clarify the mission of higher education. Minority groups and women have already benefited from the exposure and experience of co-op assignments in observed individual situations. In the final analysis, cooperative education is not the panacea nor does it pretend to be. It does, however, deserve all the attention and references implied by the Carnegie Commission on Higher Education.

Summary

These privately sponsored studies, in particular the Carnegie Commission, manifest the socio-political and educational evolution of cooperative education. From a financial aid emphasis through the search for solutions of student unrest to renewed respectability for vocational education, work experience is called upon to serve the needs of students and society. Finally, as in Less Time, More Options, the Assembly on University Goals and Governance First Report, and Scholarship for Society, cooperative work experience becomes a viable and popular integral part of the educational experience--at least in the recommendations of these reports.

CHAPTER FIVE

The Evolution Completed

Since 1960 cooperative education has become one of the major curriculum alternatives in American education at both secondary and postsecondary levels. On the surface several factors have contributed to this sudden burst of momentum.

First, the establishment of the National Commission for Cooperative Education and the Cooperative Education Association gave national focus and significance to cooperative education. The leaders of the National Commission, its director and Board of Trustees, have for more than twelve years attempted to establish a broad base of support for cooperative education, especially among the business and industrial communities. The achievements of the National Commission have been many. One accomplishment has been workshops and seminars for national corporations such as General Motors, Xerox, International Harvester, and others, with the chief officers from such corporations and businesses being principal participants in the conferences. These meetings resulted in the expansion of work assignments for co-op students and a broader base of support for co-op among high level business and industrial leaders. Possibly the most significant result has been pressure exerted on government and educational institutions to expand their support of

cooperative education by business leaders attending these meetings. Another key accomplishment of the Commission has been in cultivating support for cooperative education legislation in the Congress. Much credit for the fiscal support provided by the federal government can be attributed to the work of the National Commission.

The second factor contributing to the phenomenal growth of co-op was the establishment of centers in colleges and universities for the training and development of co-op personnel. Northeastern University and the University of South Florida, both having substantial experience in co-op, set up courses and conferences to train personnel to develop and administer cooperative programs. Their activities in the area of training contributed significantly to the professionalization of co-op as a career field. The advent of federal support in 1970 provided funds to continue the Northeastern and South Florida Centers and to establish additional training programs at Virginia Polytechnical Institute and State University, The University of Detroit, and other locations around the country. These training opportunities greatly contributed to the development of professional staff for cooperative education. In addition, hundreds of faculty, administrators, and employers have participated in the training sessions providing exposure and education for them in relation to the programs planned or operating on their campuses and in their businesses.

Perhaps one of the most dramatic impacts of federal funding upon cooperative education is exemplified in the State of Florida. Just prior to the introduction of federal funding (fiscal year 1970-71) fewer than fifty postsecondary schools had cooperative education programs throughout the entire nation. At the beginning of 1974 more than twenty-five colleges and universities either had well established programs or were in some stage of development in Florida alone. In addition, the State University System of Florida in April of 1974 became the first state to provide systemwide funding for co-op and to establish policies governing co-op on a systemwide bases. Other states such as New Jersey, Maine, Indiana, Tennessee, and Virginia are establishing similar statewide programs. The Florida Statewide Office of Cooperative Education, funded under Title IV-D, has served as a clearinghouse and organizing element for the development of formal co-op endeavors in Florida.

The fourth factor contributing to the growth of cooperative postsecondary education has been a rapid expansion of cooperative programs into disciplines other than engineering and also into four-year liberal arts colleges and two-year community colleges. As late as 1960, of the nearly fifty programs which existed at that time, less than 10 percent were non-engineering and even fewer were at two-year institutions. In 1975 in twelve southern states (including Texas and Arkansas) more than 83 two-year co-op

programs are in existence.[1] Of the 400 institutions funded by Title IV-D in 1974-75, 168 were two-year institutions.[2]

Fifth, much attention has been given to the need for relevance in education by students and by such prestigious groups as the Carnegie Commission, The Newman Task Force, The Commission on Non-Traditional Study, etc. Pressure has been brought to bear upon educational institutions by these groups to relate programs more directly to society and to practical situations. Such a broad focus by these study commissions and task forces has provided support not previously enjoyed by cooperative education and many other programs which appear to vary from the traditional, e.g., the open university, external degrees, credit for life experiences, etc.

These factors in the popularity and acceptability of cooperative education programs are not causes, only concomitant consequences of the evolution of cooperative education as a key component of a socio-political and educational phenomenon--that of life-long learning! In this developing concept and discussion of life-long learning, the basic and necessary element is a combination of work and education in mutually reinforcing experience.

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[1]Preliminary results of a survey being conducted as part of a research project of the Southeastern Center for Cooperative Education, Tampa, Florida.

[2]U. S. Department of Health, Education, and Welfare/ Office of Education, The Higher Education Act of 1965 (P. L. 89-329) as Amended Title IV-D: Cooperative Education Awards FY 1970-74 (Washington, D. C.: U. S. Government Printing Office, 1974).

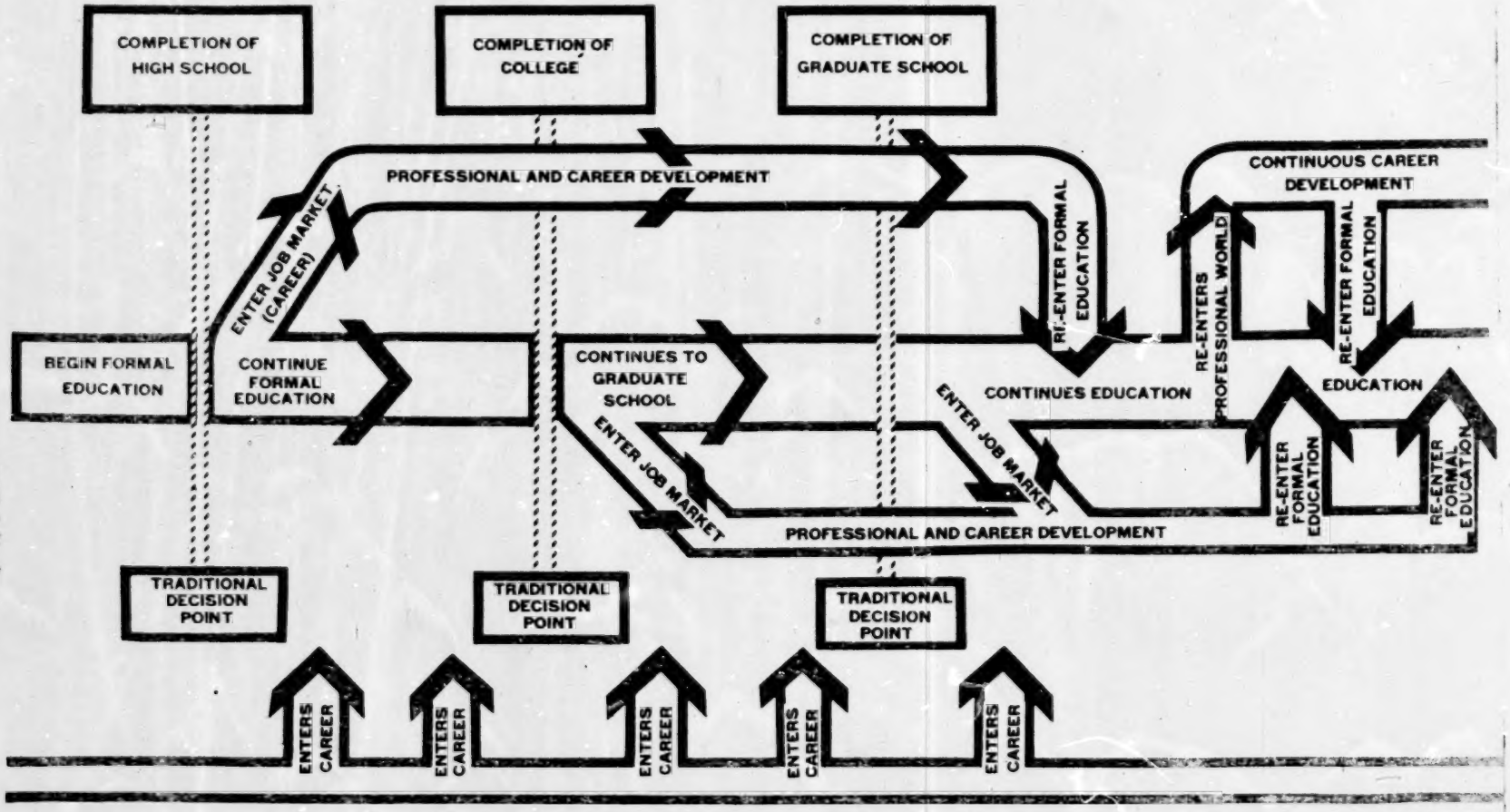
For most of us life-long learning is of necessity some combination, compromise, or cooperation between work and formal study. Traditional postsecondary education has concentrated on two extremes of an educational approach to student preparation for life's work. On the one hand, there are rigid professional programs which gear the student for his initial entry into the job market upon graduation. On the other, there are the extreme liberal art advocates who promote an intellectual stimulus from the arts, but only coincidentally self-sustaining practical skills.

In his review of professional education Lewis Mayhew[3] pointed to a major issue of whether a student should be given a broad base of theoretical knowledge upon which to build a professional life or to prepare a person in specific techniques which will allow him to be a productive professional immediately after graduation. A lengthy and profound argument can be made from the theoretical context of this issue. In actual practice such an argument appears moot for, except in extremely rare cases, every student is eventually confronted with both circumstances.

Consider the illustration in Figure 3. The center line represents a chronological progression of time in a person's life. The open spaces above the "progress" line represent break points when students traditionally are expected to make major decisions about a career and/or

[3]Lewis B. Mayhew, Changing Practices in Education for the Professions (Atlanta: Southern Regional Education Board, 1971), p. 29.

Figure 3


COMPLETION OF HIGH SCHOOL
COMPLETION OF COLLEGE
COMPLETION OF GRADUATE SCHOOL
PROFESSIONAL AND CAREER DEVELOPMENT
ENTER JOB MARKET (CAREER)
RE-ENTER FORMAL EDUCATION
CONTINUOUS CAREER DEVELOPMENT
RE-ENTERS PROFESSIONAL WORLD
RE-ENTER FORMAL EDUCATION
BEGIN FORMAL EDUCATION
CONTINUE FORMAL EDUCATION
CONTINUES TO GRADUATE SCHOOL
CONTINUES EDUCATION
EDUCATION
ENTER JOB MARKET
ENTER JOB MARKET
RE-ENTER FORMAL EDUCATION
RE-ENTER FORMAL EDUCATION
PROFESSIONAL AND CAREER DEVELOPMENT
TRADITIONAL DECISION POINT
TRADITIONAL DECISION POINT
TRADITIONAL DECISION POINT
ENTERS CAREER
ENTERS CAREER
ENTERS CAREER
ENTERS CAREER
ENTERS CAREER

further formal educational plans. The arrows labeled "enter career" are to indicate that these decisions are often not made at the "traditional" times and further that to encourage students to make decisions at predetermined periods is not necessarily desirable. The reality of the issue is that every student actually faces both situations, i.e., immediate job entry and long-range career development. Therefore, the point appears conclusively made that colleges and universities must address themselves to both these needs of the student. Cooperative education is a medium for assisting in meeting these needs. Career exploration through co-op assignments afford students a basis for decision for immediate job entry. This experience coupled with a broad base theoretical education provide an excellent foundation upon which long-range career and life-long learning may be accomplished.

As higher education in particular begins to acknowledge and then address these new concerns over the importance of career education, we see parallel examples of nationally influential leaders asking themselves and their constituencies similar questions. How can education and work be brought together in a manner which serves both the needs of the individual as well as society?

At a 1974 summer commencement ceremony at Ohio State, President Ford devoted the first presidential speech to higher education in six years. He promised "to do everything

in [his] power to bring education and employers together in a new climate of credibility . . ."[4] He further stated that he was seeking agency and individual advice on ways "to bring the world of work and the institutions of education together." Specifically, the President exhorted:

> For you, the time has come to test the theories of the academic world in the laboratory of life. As President, I invite students and graduates and faculties to contribute their energies and their genius in the solution of massive problems facing America. I invite your ideas and your initiatives in fighting inflation, in providing realistic education, in making sure our free enterprise system continues to give freedom as well as enterprise.
>
> Show us how to increase productivity. Show us how to combine new life-styles with old responsibilities. Show us how universities can work with industry and labor unions to devise a whole new community of learning across this great land. Show us how work-study programs can become a part of the ongoing educational process. Show us how new skills can improve technology while humanizing its use.[5]

In a more recent development, Representative James G. O'Hara, chairman of the House Subcommittee on Postsecondary Education, introduced new student aid legislation which would no longer emphasize "need" as an explicit requirement for students to participate in work-study programs.[6] This is indeed a redirection in federal understanding of work

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[4]Cheryl M. Fields, "A Door Reopens," The Chronicle of Higher Education, September 16, 1974, p. 1.

[5]"Ford at Ohio State: Excerpts," The Chronicle of Higher Education, September 16, 1974, p. 6.

[6]"O'Hara's New Approach to Student Aid," The Chronicle of Higher Education, February 24, 1975, p. 5.

experience programs for college students. The original approaches by the National Commission on Cooperative Education and other interested parties soliciting legislation to support co-op programs initially emerged as a 1 percent appropriation of the CWSP funds. Congress interpreted cooperative education as a financial aid vehicle because work was involved. Not until Title IV-D of the Education Amendments of 1972 was funded did this association with work-study have any chance of being corrected.

Students themselves tell us career preparation is essential in their undergraduate preparation. A survey conducted by the Ohio Citizens' Task Force on Higher Education in 1974 reported that 90 percent of the respondents ranked job preparation as the higher education goal for their state institutions second only to quality teaching.[7] Yankelovich noted from a survey of 1000 students, also in 1974, that about one-third of them sought career preparation as their first degree objective.[8]

The Commission on Non-Traditional Study

Two major reports released in 1973 give us broad confirmation of the current status of the interface between work and study in postsecondary education. The Commission

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[7] Carol Herrnstadt Shulman, "Higher Education: Attitudes and Federal Legislation," Research Currents, (February 1975), p. 4.

[8] Ibid., p. 5.

on Non-Traditional Study provides the data and discussion exemplifying the social and political evolution of citizen demand for an educational system addressing new life styles. The Council of Graduate Schools, on the other hand, addresses the academic acceptance of flexibility and "non-traditional" combinations of work and study in graduate education. Here is the evolution of the demand for these learning experiences finally endorsed by the highest levels of higher education itself.

The four primary publications of the Commission on Non-Traditional Study are Explorations in Non-Traditional Study, Diversity by Design, The External Degree, and Planning Non-Traditional Programs. Samuel B. Gould was chairman of the 26-member study group which examined the concepts underlying non-traditional study, the kinds of access to postsecondary education that were seen as necessary, the means by which such education might take place, the models of non-traditional education that are in operation or planned, the recognition of or reward for educational work completed in non-traditional ways, and the problems of finance involved. The working concept of non-traditional study was expressed by the Commission as follows:

> Non-traditional study is more an attitude than a system and thus can never be defined except tangentially. This attitude puts the student first and the institution second, concentrates more on the former's need than the latter's convenience, encourages diversity of individual opportunity rather than uniform prescription,

> and de-emphasizes time, space and even course requirements, in favor of competence and, where applicable, performance.[9]

The first reference to work experience programs appears very early. In discussing the flexibility required in reaching the goals of full opportunity, the Commission states:

> Consideration of work experience as a component of education is still another aspect of the pattern of flexibility. There are two types to be identified: first, work and study as a regular curricular approach in college or university, and second, recognition of certain kinds of experiences as being educationally valuable and therefore worthy of credit toward a degree. The former is a well-accepted academic adaptation presently being used, with variations in its details, by a few hundred of our higher education institutions; the latter is much less prevalent as an accepted concept of as an accepted part of the degree-granting process. Some proponents of non-traditional education are calling new attention to this concept and are urging that it be part of the total flexible pattern, assuming, of course, that such work experience would be carefully evaluated before academic credits were given.[10]

The recommendations and attitudes of the Commission's efforts are based on the idealistic premise that education relative to the needs of both the individual and society is a common goal for all. The "fundamental recommendation" of the report is that:

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[9]The Commission on Non-Traditional Study, Diversity by Design, (San Francisco: Jossey-Bass, Publishers, 1973), P. XV.

[10]Ibid., p. 6.

> Full educational opportunity should be realistically available and feasible for all who may benefit from it, whatever their condition of life.[11]

Fifty-six additional recommendations follow which suggest the fulfillment of the goal above via a "variety" and "abundance" of non-traditional learning opportunities. The rhetoric of career education, life-long learning, innovative programs, and so forth is prominent throughout Diversity by Design echoing as well as being a precursor for numerous other studies concerned with similar aspects of higher education. Several of these recommendations have direct relevance for cooperative work experiences.

The analysis and recommendation format of the Commission's report is data based on several surveys, one a "demand" study conducted by the Response Analysis Corporation.[12] Its intent was to determine the educational interests and activities of American adults. Another study focused on the presence of non-traditional learning opportunities as reported by 1,185 institutions in April of 1972 with 47 percent indicating they were offering some form of non-traditional endeavor. The Commission argued that students of traditional age as well as the adult learner should be afforded the same non-traditional opportunities.

Since the life patterns of modern men and women have become non-traditional, so too must educational design and

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[11] Ibid., p. 7.

[12] Ibid., p. 14-15.

institutional structure change to accommodate these patterns.

> Institutional structure is also being affected by the growing acceptance of interrupted study--hitherto considered as evidence of individual failure but now viewed positively for its possible contributions to the total learning process . . . The part-time learner is one type of interrupted-study student as is the "cooperative education" student--even though he or she now inhabits more than 225 colleges or universities in this country . . . If any or all of these students are to be accommodated within the framework of a traditional college or university, that framework must expand and change along with the program patterns within it.[13]

The Commission firmly endorsed acceptance by all educators and employers of planned interrupted study. Cooperative education was referred to repeatedly with frequent mention of the specific benefits available to students even though many convictions about interrupted study are "based on anecdotal rather than hard data."[14]

Two further studies utilized by the Commission revealed upon analysis of 351 selected non-traditional programs that out of twelve possible instructional methods, "field work or cooperative work-study" occurred with the second highest frequency (second only to traditional lectures). Also significant was the fact that only 30 percent of the programs used no form of work or internship program. Twenty-eight percent of the would-be learners preferred lectures and classes as their instructional method while the second rated preference was again on-the-job training or internships (21%).

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[13]Ibid., p. 41.

[14]Ibid., p. 73.

The complete findings of these studies are reproduced as Tables 1 and 2 on page 117.

By far the most complex aspect of any non-traditional program occurs when evaluation procedures and criteria must be developed. Diversity by Design has much to say about both credit and accreditation. The survey of 1,185 institutions mentioned earlier revealed that of those institutions granting credit for classroom non-traditional activities, 35 percent awarded some credit for cooperative education. This was the highest percentage of any of the various activities including volunteer work, study abroad, student participation in institutional governance, etc. Table 3 is a percentage breakdown of the Commission's findings in this regard.

Scholarship for Society

Is graduate education in the United States responsive to changing social needs and circumstances? Are program requirements and methods of instruction overly rigid? Are graduate students subjected to learning in excessive isolation? These and other questions were considered by a panel of sixteen prominent educators in Scholarship for Society, a report on emerging roles and responsibilities of graduate education in America, issued in 1973 by the Educational Testing Service. The panel was sponsored by the Graduate Record Examining Board and the Council of Graduate Schools in the United States.

TABLE 1[15]

USE OF INSTRUCTIONAL METHODS IN NON-TRADITIONAL PROGRAMS

Method	Much use	Some use	No use
	Percent		
Traditional classroom lecture	38	41	17
Field work or cooperative work study	28	38	30
Tutorial	19	46	31
Programmed instruction	11	33	52
Tape cassette instruction	10	36	50
Occasional short-term campus residence	7	22	67
Correspondence	6	15	75
Closed-circuit TV or videotapes with no feedback	2	9	85
Closed-circuit live talk-back television	2	9	85
Broadcast radio or television	1	12	83
Computer-assisted instruction	1	6	89
Talk-back telephone instruction	14	6	76
Other	2	18	76

TABLE 2[15]

PREFERRED INSTRUCTIONAL METHOD OF WOULD-BE LEARNERS

	Percent
Lectures and classes	28
On-the-job training, internship	21
Short-term conferences, institutes, workshops	14
Individual lessons from a private teacher	8
Discussion groups, informal book club, or study group	7
Study on my own, no formal instruction	7
Work on a group-action project	3
Travel-study program	3
Correspondence course	3
Television or video cassette	1
Radio, records, or audio cassettes	1
Other	1

[15]Commission on Non-Traditional Study, Diversity by Design, pp. 98-99. Reproduced by permission of the publisher.

TABLE 3[16]

PERCENTAGE OF INSTITUTIONS GRANTING CREDIT FOR NONCLASSROOM ACTIVITIES

	Percent
Cooperative work experience	35
Volunteer work in a community agency	28
A completed work (book, piece of sculpture, patent, and so forth)	17
Study abroad sponsored by groups other than educational institutions	16
Participation in local community theater, orchestra, or civic activity	14
Formal courses of instruction conducted by business, industry, or government agencies	14
Student body officer or active participant in institutional governance	10
Sensitivity training or encounter group experience	7
Classes at local free university or local experimental college	6
Unsupervised foreign travel	6
Other	8
No information or no such credit granted	28

Operating on the premise that change in graduate education is an imperative, the panel states that the real issues are concerned with "how" rather than "whether" change should occur.[17] Graduate faculties and the larger population outside graduate schools must be understanding and responsive to each other's needs. That understanding should include: (1) a realization that students may learn through participation in planned and/or structured programs but also may learn equally well on their own initiative and in their

[16] Ibid., p. 128. Reproduced by permission of the publisher. Much of the detailed data collected by the Commission are also reported in Planning Non-Traditional Programs.

[17] Panel on Alternative Approaches to Graduate Education, Scholarship For Society (Princeton: Educational Testing Service, 1973), p. 9.

own individual way; (2) the awareness that barriers to effective utilization of graduate research and specialized intelligence in dealing with societal problems must be dealt with and reduced; (3) that the "product" of graduate education is as important as the "process" through which the student passes on his/her way to an advanced degree.[18]

For too many graduate students the period of full time graduate study tends to isolate the individual from the rest of society.

> We seriously doubt that much purpose is served by narrowing opportunities for the graduate student to the graduate institution and its departments... Years of study must not be years of isolation; rather they should be a time of active engagement with peers in undertakings that have immediate and visible consequences for the quality of the surrounding life; the notion of study as an interminable staging area, a postponement of "real life," is unacceptable.[19]

The panel concludes its discussion of graduate education with some specific recommendations which clearly indicate the "coming of age" of work experiences as viable and integral parts of <u>academic</u> programs.

> Graduate departments should develop nondegree learning sequences to supplement regular degree programs, and should propose admissions mechanisms that would permit mature professionals to reenter graduate education, in a second or new vocational area, on a special basis.
>
> Support should be sought for an interinstitutional commission to develop techniques for establishing advanced placement and other equivalencies, at the graduate level, for work

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[18] Ibid., p. 28.

[19] Ibid., p. 29.

> experience, and to serve as a permanent evaluative agency, for such experience.[20]
>
> In every discipline, and especially at the Ph.D. level, graduate training should include, for all candidates who do not already possess such experience, a deliberate and significant component of discipline-related work outside the university walls.
>
> Administrative authorities and faculty members in a position to do so should seek by every available means to strengthen a view of advanced study as a cooperative, learning-research, problem-solving venture in which students and faculty contribute interdependently as adults engaged in pursuits essential to the future of human society.[21]

It is particularly appropriate to stress here the strong statement that "every discipline" should include a "deliberate and significant component of discipline related work outside the university walls."

What we read from Scholarship for Society is comparable to the numerous guidelines already available for undergraduate co-op programs. The goals of the work experience are increased social awareness and a pragmatic perspective on the student's knowledge and values that prevail in the general society.

> Decisions concerning the general nature of each graduate student's off-campus work would be made by the student in consultation with a graduate advisor at the inception of advanced study. Problems of placement would be met by departmental officers drawing ultimately on the aid of consulting groups composed of managers of off-campus enterprises in business, industry, government, and the community that are linked to the discipline. The student's report or journal of his work experience,

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[20] Ibid., p. 38.

[21] Ibid., p. 40.

> in particular his account of its bearing on his studies and on his preference in terms of specialty, would become part of his official graduate record; so too would evaluative materials concerning his or her performance supplied by colleagues at the work site.[22]

Therefore from the terminal academic viewpoint, i.e., the graduate school, we are hearing the same call for work experience as an integral part of the curriculum as we did in earlier reports relative to undergraduate education. This is evidence that cooperative work programs (or any form of work experience for that matter) evolved through numerous stages and fragmented applications before reaching this point of academic credibility.

Conclusions

Having evolved as an unplanned educational program in terms of its central place in the academic process, cooperative education has tended to find fragmented application. Even though co-op programs can be designed with specific single objectives (e.g., academic, social awareness, etc.) the basic concepts of combining work and study influence and profit every aspect of postsecondary education. Sensing its part in a national concern over the crisis in higher education at the time, the Muscatine Report addressed itself "to the ways of bringing the various elements of Berkeley education into better harmony and of preserving the stability of the campus in the face of the changes to come."[23]

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[22]Ibid., p. 41.

[23]Select Committee, Education at Berkeley, p. 4.

These are familiar words echoing the intent of the Linowitz, Scranton, Hazen and other reports of the period of student violence in the late 1960s. Cooperative education or some aspect of off-campus study was implied or specifically recommended by all of the "unrest" studies as a means of supplementing and enhancing the curricula. Admittedly no one report advocated work experience as the complete panacea for college and university ills or suggested that it alone would curtail violence and protests. The fact that co-op type programs were mentioned in each study provides strong credibility for the potential such innovations or alternatives offer to higher education and student discontent even though in this fragmented context.

As we have seen, for many college students the primary motivation for attending college is to prepare for employment. Taking this particular student interest into account, Lewis Mayhew identified "alternate" curricular devices for professional development in institutions of higher education. After a discussion of apprenticeship programs, correspondence education, adult education, etc., Mayhew said:

> Of an entirely different order from the types of programs thus far discussed is cooperative education. However, it has evolved as one of the most successful vocational preparative devices available to colleges and universities.[24]

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[24] Lewis Mayhew, Higher Education for Occupations, p. 55.

A Framework of the Future

At a recent meeting of ten community college presidents representing COMBASE, a consortium of community colleges dedicated to community-based education, Edmund J. Gleazer, Jr., President of the American Association of Community and Junior Colleges, offered a series of questions for discussion. Several of these questions and their answers provide a framework for addressing postsecondary programs of the future.

Questions

1. How do we organize for lifelong as compared with limited time span, youth-oriented education? How do we reunite the worlds of education and work in ways which will address the sometimes conflicting objectives of the individual, business/industry and the larger society, within the constraints of the projected economic system?

--in addition to traditional courses, what delivery systems are you using for community-based education (CBE)? for what target groups?

--in what ways are you working with business/industry, with labor unions? do these relationships provide potential students with cooperatively-planned "career lattice" opportunities?

--do you give credit for past as well as present "experiential learning?" how is it assessed? by whom?

--are any of your community-based programs "competency-based," "modular," or "individualized?" examples?

2. What changes in our policy/value framework are needed in order to accommodate and support CBE?

--policy question: does CBE serve societal as well as individual needs? important in terms of funding tolerance--what are examples of ways in which CBE is serving societal as well as individual needs in your community?

3. Are you working with place-bound potential students, such as those at home, in hospitals, prisons, as well as those who find incompatible the traditional rigidities of time and place?

4. How do we effect "symbiosis," in this case the "living together" of multiple community institutions, each with an educational component, in order to maximize the learning resources available for CBE?

Many of the answers to Gleazer's inquiries are yet to come but it appears many stem directly from the existence and support of viable institutional cooperative education programs. Co-op does unite education and work in non-conflicting ways; it is a proven "symbiosis" effector; it removes the rigidities of traditional time and place bound programs; it serves the society and the individual in numerous ways. Cooperative education is a societal phenomenon, not an educational fad.

From this study of the evolution of cooperative education as manifested through the events and literature analyzed, we conclude two major points. First, all of the current discussion relative to non-traditional study, life-long learning, community-based, performance-oriented postsecondary education is in reality a concern with the interface between work and education. Community-based implies coorperation! Cooperation is the key concept in cooperative education. These terms are probably transient and merit examination from a more substantive viewpoint. When laid bare cooperative education is a prime example of what the terminology implies. We are all students of life and regardless of the terminology, some "cooperative" experiences must be a part of the learning

process. These may be formal from some institutional base or informal because of the very nature of our contemporary society.

Second, and in a more pragmatic vein, educational institutions need to examine their own academic endeavors to determine if their applications of cooperative work opportunities for their students have been systematic or piecemeal. Cooperative education has evolved to a stage of maturity which not only deserves but mandates total institutional commitment with systematic planning, various input strategies, dedication of resources, and staff development. Cooperative education is a system within the broader system of postsecondary education but has never been looked upon as a viable integral part of most institutions. Some approaches have been clear abuses of the educational attractiveness of work experience. From our view point, it has yet to be applied at the broad institutional level. Even the phrase "earning while learning" so common among educators is a prostitution of the concept of cooperative education as we see it.

The literature provides many insights into work experience educational alternatives. The national level studies sited herein are valuable foundations for tracing the growth, emphasis and directions for cooperative programs. Their references to work experience are sometimes scarce, often isolated from the major themes of the reports and even apparent only by implication at times. New directions and

recommendations abound since the Truman Commission of 1947 but "in many ways these early documents created the channels that later reports would deepen, accent, or divert."[25]

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[25]David A. Trivett, Goals for Higher Education: Definitions and Directions (Washington, D.C.: The American Association for Higher Education, 1973), p. 23.

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